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CITY of KINGSTON, NEW YORK
COMPREHENSIVE
DEVELOPMENT
PLAN 1961

RAYMOND & MAY ASSOCIATES Planning and Urban Renewal Consultants

GNRP = GENERAL NEIGHBORHOOD RENEWAL PLAN

CO.72.0017

CITY OF KINGSTON
Ulster County, New York

COMPREHENSIVE DEVELOPMENT PLAN

A REPORT BY:

RAYMOND & MAY ASSOCIATES
Planning and Urban Renewal Consultants
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Pleasantville, New York

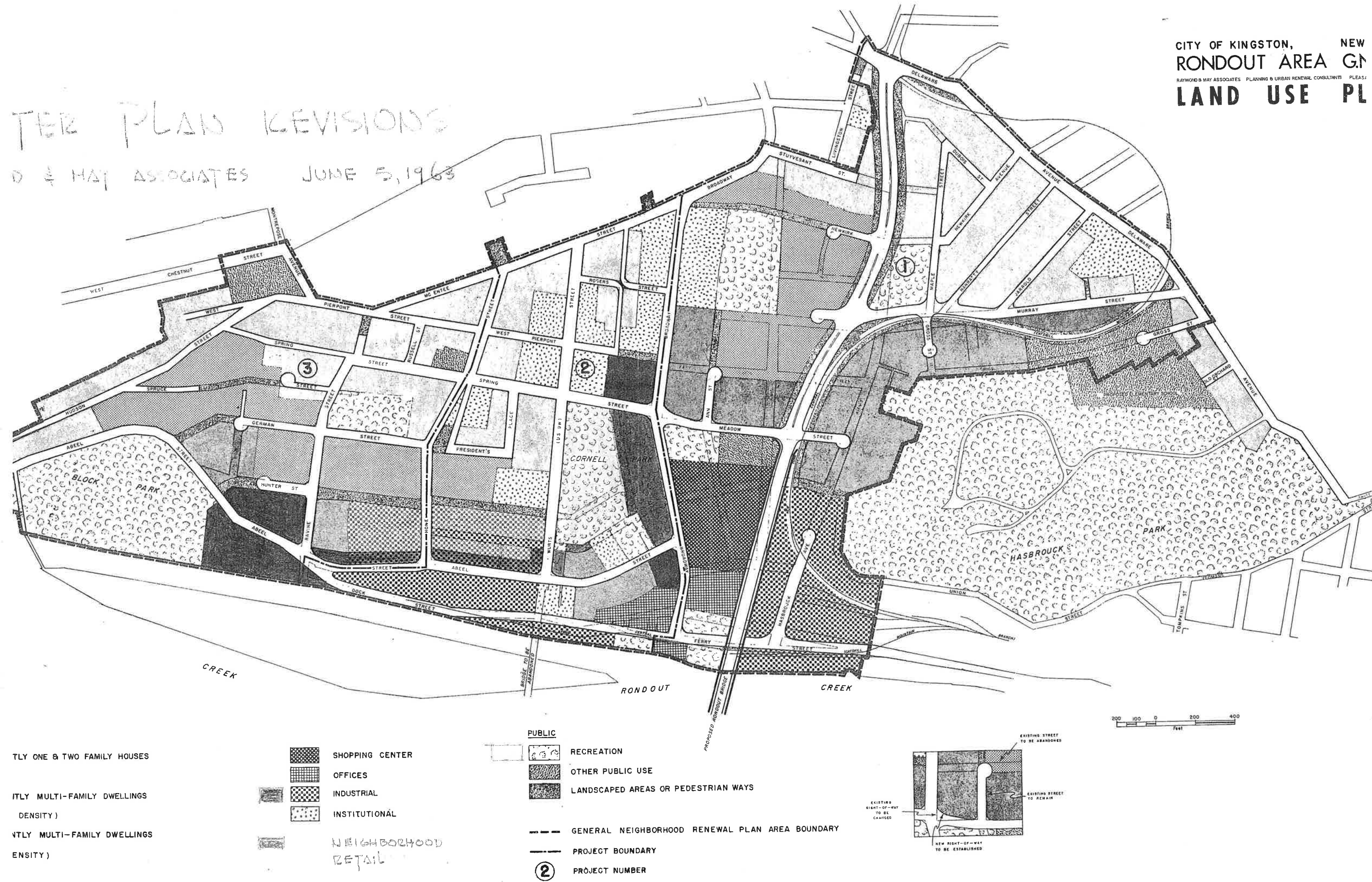
David A. Ornstein, Associate A.I.P.
Associate Partner

Daniel Shuster
Project Planner

September, 1961

CITY OF KINGSTON, NEW
 RONDOUT AREA G.M.
 RAYMOND & MAY ASSOCIATES PLANNING & URBAN RENEWAL CONSULTANTS PLEASANT
 LAND USE PL

D & HAY ASSOCIATES JUNE 5, 1963



1963
CITY OF KINGSTON, NEW YORK

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~~Edwin F. Radel~~, Mayor

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Aldermen

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<i>FRANK ADAMS</i> Samuel J. Perry , * 5th Ward	John Heitzman , 12th Ward <i>JOHN MACCHIONE</i>
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CITY TREASURER ~~Orrie R. Riehl~~ *RICHARDSON*

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RAYMOND & MAY ASSOCIATES

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PLEASE REPLY TO:

September 30, 1961

Honorable Edwin F. Radel
Mayor of the City of Kingston,
Members of the Common Council and
Planning Board
City Hall
Kingston, New York

Gentlemen:


We take pleasure in submitting herewith the Comprehensive Development Plan for the City of Kingston in fulfillment of our contract with the City, entered into on August 13, 1959.

Our Associate Partner, David A. Ornstein, and Project Planner, Daniel Shuster, have met frequently with the Planning Board at their regular and special meetings, as well as with other interested groups in the City. Several reports dealing with current planning and zoning problems have also been submitted at various intervals.

We wish to take this opportunity to express our appreciation for the cooperation extended to us throughout the period of our study by all officials and agencies of the City, as well as by the many interested groups and individuals in the City.

Respectfully submitted,

RAYMOND AND MAY ASSOCIATES


by _____
George M. Raymond

GMR:kf

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PART ONE

INTRODUCTION

I. THE NATURE OF THE COMPREHENSIVE DEVELOPMENT PLAN

The Comprehensive Development Plan, submitted herewith, consists of a Planning Analysis of the City's existing land use, population, housing, economic base and fiscal trends, and of a Plan designed to accomplish certain recommended objectives in accordance with acceptable modern standards of community development. Also included are several planning tools to help achieve such objectives. The Plan includes the following:

A Land Use Plan which delineates, in broad outline, the recommended future use of land for residential, commercial, industrial and public and quasi-public purposes. Special emphasis has been given to the planning of future highways and traffic circulation, community facilities, the several Business areas, and each of the City's neighborhoods.

Tools for Effectuation of the Comprehensive Development Plan including:

1. A completely revised Zoning Ordinance text and map, (submitted separately).
2. Completely revised Subdivision Regulations (submitted separately); and
3. A preliminary Capital Improvements Program (submitted separately).

A plan of development can be based only upon past and current trends, and upon the best estimates of the only vaguely perceivable shape of future development. While this Plan was conceived with the fullest cooperation of City officials, we do not wish to imply that all the recommendations contained herein necessarily have their endorsement.

Therefore, we suggest that the formulation by consultants of a municipality's Comprehensive Development Plan constitutes only the beginning of a planning process. In order to ascertain public sentiment regarding the Plan, we suggest that it would be appropriate for the Planning Board to hold public meetings on each of the Plan's major aspects. At such meetings, discussion should be encouraged not only of the final recommendations, but also of the underlying reasons therefor, and of the standards used in their preparation. Conceivably, out of such discussions, there may emerge ideas and suggestions for a modification of the recommendations contained herein. It would seem highly desirable that such public discussion precede final adoption of any part of the Plan, to give the Planning Board, the Mayor, Common Council, and other City

officials the assurance that they would be proceeding in accordance with the collective desires of the community to which they are responsible.

It should be clearly understood that, even after its adoption, a Plan of Development is not an unalterable document which must be followed wherever it may lead and with no regard to unfolding events. On the contrary, a Plan of this nature should be periodically reviewed to determine its continued applicability. However, to insure the eventually harmonious development of the City, any modification of the parts of the Plan should be preceded by a study of all the implications of such modification and by a readjustment of the whole to enable the Plan to absorb such change without losing its balanced character.

The Development Plan is primarily an advisory document which would best serve as a guide for the Common Council in its programming of public works and in the adoption of new and amendment of old ordinances and codes relevant to land development; the Planning Board in the approval of new subdivisions; and the Recreation Department, the Board of Education and others in the location of new physical facilities and provision of various services. It should also serve as a basis for decisions to be made henceforth by State and County highway planning agencies. None of the above listed agencies is bound by provisions of the Plan until the Common Council takes such legislative, administrative, or financial action as may be needed to effectuate any one of the proposals contained herein.

II. MAINTAINING THE PLAN -- CONTINUING STUDIES AND THE FUNCTION OF THE PLANNING BOARD

The Planning Board must be prepared to make continuing studies into physical, social, economic and governmental conditions and trends with a view to keeping the Plan up-to-date. Reliance on obsolete data has been a serious fault of municipal planning in the past. Listed below are some of the studies which the Planning Board, with such assistance as it may need from time to time, might usefully undertake:

1. An investigation of the design and traffic pattern at all complex street intersections with a view to eliminating factors responsible for congestion and traffic accidents.
2. The continuing mapping of all traffic accidents and a study of the factors causing them.
3. Aid in the mapping of each successive school census.
4. Occasional traffic volume and limited origin and destination surveys to help determine the effect on the traffic pattern of various highway improvements or of any increase or decrease in automobile travel in the area.
5. A study of highway markings necessary to identify clearly through streets from local streets and to channel traffic away from now inadequate arteries.
6. Analysis of data published following each U.S. Census.
7. Studies of zoning change and zoning variance requests to help identify land development pressures and so enable the City to respond thereto in a well-coordinated fashion.
8. Continuous studies of business area and retail trade area potentials.
9. Continuing studies of building conditions and of possible need of urban renewal measures.

In addition, other studies may suggest themselves to the Board from time to time, whether as a result of their own activities, of the expressed desire of the Common Council or other City agency, of the people of the City as a whole, or of the residents of a particular area.

As Ulster County has no regional planning agency, the City of Kingston may be the logical entity to take the leadership in the promotion of such a group. The City, as well as the County, could benefit greatly from a planning body which would concern itself with problems pertinent

to all residents of the region which can best be solved on the regional level. Such counties as Westchester and Nassau have profited from the work of county agencies on highway, park, and land use planning. Such an agency can also be a valuable repository of statistical data and studies relevant to planning.

State and Federal financial participation in local development projects is increasing constantly. In many instances, funds are made available only to informed municipalities which ask for them. The acute competition between municipalities for the frequently inadequate funds available causes disbursing agencies to grant funds to communities exercising the strongest and most continuous pressure for them.

We believe that the responsibility for keeping informed as to new State and Federal legislation or as to the availability of new appropriations which may be beneficial to the City rests largely with the Planning Board.

To better enable the Planning Board to perform these and other functions, it is desirable that professional assistance be retained to execute the many tasks inherent in a program of continuous city planning. This assistance may be provided either in the form of a professional staff employed by the City and working under the guidance of the Planning Board, or by private consultants retained on a continuing basis to help formulate the City's planning goals.

For the City to retain a minimum planning staff of a director, a part-time draftsman, and a part-time secretary, an annual outlay of some \$15,000 is necessary. Although such a staff could perform certain useful functions for the City, few, if any, communities of Kingston's size have seen fit to retain a permanent planning staff. Furthermore, with such a minimum staff, outside assistance from professional consultants may still be necessary for particular studies. Therefore, it appears that the planning needs of a community of under 50,000 can best be handled by professional consultants on a continuing retainer basis. Under this procedure, expert guidance and assistance, from a full complement of highly trained and specialized personnel, are available to the City at such time as need arises, as opposed to the employment, at greater expense, of a full-time staff whose time and capabilities may not be fully utilized.

III. COMMUNITY PARTICIPATION

The average citizen does not generally have adequate time to inform himself of all the details of various proposed civic improvements. His vote, therefore, often expresses a general feeling, rather than an informed opinion based on all the facts regarding such projects as may be placed before him. Unless the benefit to him personally, or to his business, is readily apparent, the voter is frequently more likely to be neutral, or oppose, civic proposals rather than support them.

To correct this situation, we believe that it would be desirable to discuss and work out detailed plans for the realization of sections of the Comprehensive Development Plan, as they affect representatives or organizations. To this end, a number of planning agencies in other communities have sponsored the organization of Citizens Advisory or Citizens' Action Committees, both to assist in the continuing survey process and to effect a closer relationship between the planning agency and the public at large. In the case of Kingston, A city-wide Civic Group could perform a very useful function. The cooperation of the various Businessmen's Associations with the Chamber of Commerce in the execution of those aspects of the Plan which deal with their respective areas is also most important. In any event, one of the most delicate, and at the same time most essential, jobs of the Planning Board should be that of assessing popular opinion on each issue.

PART TWO

PLANNING ANALYSIS

IV. REGIONAL AND LOCAL SETTING

A. HISTORICAL AND ECONOMIC DEVELOPMENT

The History of Kingston dates back to the time of the earliest settlements in New York State. There is evidence that trading posts existed at the mouth of Rondout Creek as early as 1610, but the first permanent post was established in 1614 in what is now the Ponckhockie area of Kingston. The small group of Dutch traders in this settlement lived in relative peace with the neighboring Indians, as they made little attempt to develop the land, devoting most of their efforts to the lucrative fur trade.

In 1652 a party of settlers arrived from Fort Orange and commenced to establish permanent farms inland from the trading post. These settlers met with immediate hostility from the Indians, and in 1655 were driven from their land, returning only to find their buildings and crops destroyed. Trouble with the Indians reached a peak in 1658 and the settlers were forced to seek help from Governor Peter Stuyvesant in New Amsterdam.

Governor Stuyvesant recommended construction of a walled village stockade as the best protection against Indian attacks. The Village was laid out by Stuyvesant himself on the plateau which is now the Uptown Business Area. Walls were constructed, a moat dug, and within three weeks the settlers moved their houses inside the stockade. This stockade, called Wiltwyck, was the beginning of 302 years of continuous existence of what is now the City of Kingston. The Village of Wiltwyck was granted a Charter in 1661.

The Corporation of "Kingston" was granted a patent on May 19, 1667. This corporation was, in effect, the government and hence Wiltwyck became known as Kingston. For the next century, Kingston existed in typical Colonial fashion relying mostly on its natural resources of land and water.

Shortly after the start of the Revolutionary War, representatives of the State of New York met in Kingston, adopted the Constitution of New York State on April 20, 1777, and designated Kingston as the first State capitol. This situation was short-lived, however, as the City was burned to the ground by the British on October 16, 1777 and the Legislature was forced to move to Albany. The original Senate House, located between Fair Street and Clinton Avenue, is a place of considerable historical interest, believed to be the oldest public building in the United States.

Kingston's location at the junction of the Hudson River and Rondout Creek established it as an important economic center very early in its history. An ideal site for a colonial trading post, it was the gateway to the vast areas west of the Hudson. The Strand area (incorporated as

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the Village of Rondout in 1849) gained further prominence with the start of construction of the Delaware & Hudson Canal in 1825, which was completed in 1828.

The Canal stretched from Eddyville, at the headwater of Rondout Creek, across the Catskill Mountains to the coal mines at Honesdale, Pennsylvania, 108 miles away. With Rondout's new importance, its population grew rapidly as did trade, due to the sale of merchandise and food to the crews of the canal barges, as well as to the construction of barges for the canal. "In the year 1872, when business was at its peak, 2,930,333 tons of anthracite coal were transported from the mines to the Hudson; and one could cross the Rondout Creek to Sleighsburg about five hundred feet on the canal boats that spanned the creek like a bridge".*

Railroad development flourished soon after the Civil War and by 1885 numerous lines had penetrated the area and the first line to New York City had been completed.

Rondout prospered and grew rapidly, rivaling the Village of Kingston in population by 1870. In 1872, the Village of Kingston (incorporated in 1805), the Village of Rondout, and the unincorporated Village of Wilbur were incorporated as the City of Kingston. The tremendous jump recorded in Kingston's population between 1870-1880 is due for the most part to this incorporation. (see Table VI-1).

Around the middle of the 19th century, stone quarrying and cement manufacture became important industries in the Kingston area. Some years later, bricks produced from local clay resources and natural ice from the Hudson both became prime products of the region. However, around the turn of the century, a combination of technological changes drastically altered Kingston's economic situation. Competition from other areas seriously curtailed the natural cement industry, and the development of Portland process cement eliminated much of the need for the quarrying of bluestone. Furthermore, the demand for common brick dropped sharply and the natural ice industry practically disappeared. Improved land transportation resulted in the closing of the Delaware & Hudson Canal in the last decade of the 19th century, thus greatly diminishing Kingston's importance as a river port. This succession of set-backs to the Kingston economy led to its becoming an economically distressed area in the early years of this century.

As the economic center for its region, Kingston was always the focal point for trade. This pattern has continued to the present and is of considerable importance to the City's economic base.

Lately there has been a growth in Kingston towards soft goods manufacture (mostly apparel and knit-wear) as illustrated by the fact that 7 of the 14 major employers in the City are in this field. These firms utilize the large

*Hickey, Andrew S.; The Story of Kingston; Stratford House, New York, 1952, p. 70.

supply of women workers in the area. There has also been some resurgence of the brick and cement industry, as evidenced by the continued expansion of the Hudson Cement Corporation. Furthermore, the advent of the large new IBM plant in the Town of Ulster has been a source of much new employment of a diversified nature in the region.

Recently, land has been acquired immediately to the west of the City by New York Trap Rock Corporation for the establishment of a light-weight aggregate plant. Any such use of the Kingston region's many natural resources is sure to provide new employment opportunities and strengthen the economic base of both the City and its region. Further exploitation of these resources would, therefore, be indicated wherever possible.

B. REGIONAL ACCESS PATTERNS

1. Highways. Kingston is in the fortunate position of being only a few hundred yards distant from Exit 19 of the New York State Thruway. The completion of the new arterial by-pass (Federal Route-587) connecting this Exit with the major City street system, via Broadway and Albany Avenue, has made Kingston one of the most easily accessible cities along the entire length of the Thruway. Elimination of the old northwestern entrance to the City, the hazardous Washington Avenue Viaduct, and replacement by a new, modern facility, is now in the planning stage. When completed, this modern highway will provide direct access to the Uptown Business Area. Also in planning is a New York State Department of Public Works project to replace the present Rondout Creek Bridge with a new one. This bridge would then be connected to Route 9-W at the northern City line by a new four lane arterial highway. This new addition to the street system will remove north-south through traffic from heavily travelled City streets.

U. S. Route 9-W, a major north-south highway, passes through Kingston and provides a toll free route to Albany to the north and Newburgh and New York to the south. New York State Route 28 connects the City to Oneonta and Utica, U. S. Route 209 leads to Middletown and Port Jervis, and State Route 32 to New Paltz.

Another development which enhances Kingston's position in the regional highway network is the new Kingston-Rhinecliff Bridge, which gives direct access to the City from the east side of the Hudson. A realigned and improved Route 209, now under construction, and an improved Route 32, in planning, will allow easy travel from the Bridge, both around and to Kingston. The proposed new Federal Interstate Route 84, planned to cross the Hudson River on a new bridge just north of Newburgh, will connect Danbury, Connecticut, to Port Jervis and points further west, and thus provide Kingston (via the New York State Thruway) with fast and direct access to Connecticut and northern Pennsylvania (Scranton, Wilkes-Barre etc.).

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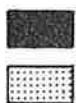
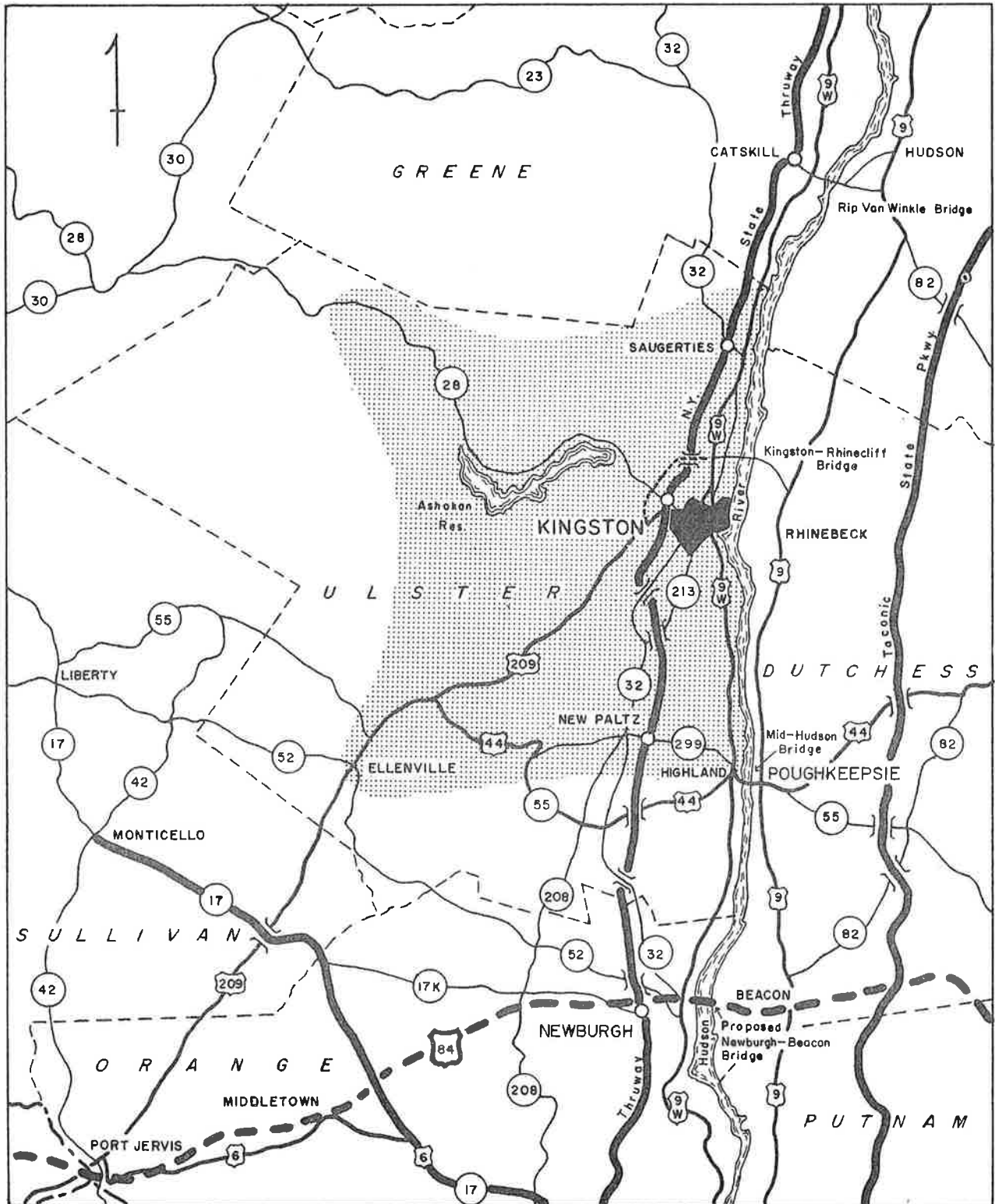
When all these projected improvements are completed, Kingston will be at the center of an excellent regional highway network.

2. Water. Hudson River transport, which contributed greatly to Kingston's early growth, remains a factor in the regional access pattern. The tide-water of the Hudson and the navigable portion of Rondout Creek serve both commercial and pleasure vessels. Widening and deepening of the Hudson River channel, now in progress, may well induce increased commercial use of the River. Improvement of the Rondout harbor, by dredging and removal of the partially sunken barges, would aid Kingston in capturing some of this new trade. Commercial cargos today consist principally of crushed rock, gasoline, fuel oils, and bricks.

Until recently, the boatyards serving river transportation, mainly by barge construction, were quite important, but of late several have either discontinued work or have seriously cut back employment and production. However, some of the slack may be taken up by the increasing number of private and public boat basins, which is indicative of the recent increase in the use of pleasure craft. This trend should be encouraged to develop even more in the future.

3. Rail. Kingston is on the West Shore River Division of the New York Central Railroad. All passenger service to Kingston has been discontinued, but good freight service still exists. There are 6 "through" freight and 5 "local" freight trains daily. In addition to direct connections to Albany and New York City, via the West Shore River Division, the Wallkill Valley Branch of the New York Central operates to Maybrook in the Catskills and the Mountain Branch to Onconta, where they connect with other major lines. Passenger service to New York and Albany may be had from stations along the east bank of the River.

KINGSTON REGIONAL SETTING



CITY OF KINGSTON

KINGSTON RETAIL TRADE AREA



THRUWAY INTERCHANGE



PROPOSED INTERSTATE HIGHWAY



PROPOSED ROUTE 209

RAYMOND & MAY ASSOCIATES
PLANNING & URBAN RENEWAL CONSULTANTS
PLEASANTVILLE, NEW YORK

LARRY SMITH & CO.
REAL ESTATE CONSULTANTS
NEW YORK, NEW YORK

V. EXISTING LAND USE

A. GEOGRAPHIC AND TOPOGRAPHIC FEATURES

Kingston is located on the west shore of the Hudson River in Ulster County, at a point 90 miles north of New York City and 52 miles south of Albany. It is situated at the junction of three main creek valleys, the Wallkill, Rondout, and Esopus, which are veined with most of the regional transportation links, both rail and highway. The Rondout Creek, which empties into the Hudson at the southern boundary of Kingston, extends high into the Catskill Mountains. This creek's navigability made it a strategic transportation artery in the City's early years.

Kingston covers a land area of 7.4 square miles, including much varied topography. There are steep hills and rocky cliffs along the entire southern and eastern portions, which tend to separate the Rondout and Ponckhockie areas from the remainder of the City. The west-central, and east-central portions are mostly rolling, hilly terrain, while the central, north-eastern and north-central areas are relatively flat. The original fort of Wiltwyck, the first settlement, was built on this north-central plateau, on a portion of the present Uptown Business Area. The average elevation of the City is 223 feet above sea level, the low point being sea level at the Hudson River, and the high point 366 feet above sea level.

B. LAND USE DEVELOPMENT TRENDS AND PATTERNS

1. Land Use Map. In order to be in a position to plan for its best possible future development, a city must be aware of the existing use of each and every parcel of land, as well as of the broad distribution pattern of land uses, throughout the community. For this purpose a detailed, hand colored, "Existing Land Use" map, at a scale of 1 inch equals 400 feet, was prepared, showing the use being made of every parcel of land throughout the city.

Each existing parcel of land was examined in the field and checked against the City Tax Maps and aerial photographs. The resulting "Land Use Map" constitutes a valuable record, making it possible to determine at a glance whether a lot is used for residential purposes (and, if so, whether of the one-or two-family, or multiple dwelling type); or for business, industrial, public or quasi-public use. This map is also invaluable in connection with all planning and zoning decisions that must be made. (See the accompanying generalized "Existing Land Use" map in the rear cover flap that was made from this more detailed map).

2. Residential Use. Residential development, not restricted to any particular section, is present throughout the City. Due to the City's historical development pattern, the densest residential areas are in the north-central portion, (the area of the original settlement), the south-central Rondout Creek area, and along Broadway, the connecting

link between the two areas. From these heavily populated sections, growth has spread outward to the east and west. As a result of this growth pattern, as well as of certain topographic features, the most sparse development is in the eastern and south-western extremities of the City.

Residential development in Kingston consists predominantly of one and two family structures. In 1950, 48.1% of all dwelling units were in single family detached structures, and over 93% were in structures with four or less dwelling units. There are only three medium sized, modern garden apartment developments in the City, located on Fairmont Avenue, Miller's Lane and Colonial Avenue (98 units in a State-aided public housing project), and no modern high-rise apartments. The City contains many fine old houses, some of which date from the colonial period, but there are also many which have suffered the ravages of time. Some good residential areas have been encroached upon by deleterious non-residential uses and have suffered the consequences of mixed use development. New development has been restricted to the peripheral areas of the City.

3. Commercial Uses. The principal commercial areas in the City are located at the heart of the oldest residential concentrations (Uptown, Rondout, and Broadway). As a result, all but the Uptown Business Area, which is almost exclusively commercial, are generally mixed with residential uses. The Uptown Business Area is the City's main retail center, which serves also as a regional shopping center. It is a close-knit area, predominantly within the limits of the original settlement of Wiltwyck. A few new commercial areas have developed along the several major arteries of the City. Especially noteworthy is that along the eastern end of Albany Avenue. This area is characterized by larger, less densely developed parcels, than the others.

4. Industrial Uses. The location of industrial uses in Kingston is directly oriented towards transportation routes. The area along the Hudson River was utilized by the early brick yards which were dependent on river transportation. Some of these yards have gone out of business and the remaining ones, as well as the new Hudson Cement Plant, are now served by the railroad. Island Dock and the adjoining industrial strip on Rondout Creek also developed as a result of the presence of water transportation. This area contained many boat yards which built and serviced barges used on the Delaware & Hudson Canal.

With the closing of the Canal, however, and the general decline in importance of river transportation, this area has lost its attractiveness as an industrial location. Most of the more recent industrial development in the City has taken place in the vicinity of the New York Central Railroad along Cornell Street, Grand Street and Pine Grove Avenue. This area is adjacent to the railroad, as well as being closer to new highway facilities such as the Thruway. Scattered industrial uses also exist in other locations throughout the City.

5. Schools and Recreation Areas. Public and private recreation areas, as well as schools, are situated throughout the City. Some of the recreation areas are small and serve only a very small area, while others are of a City-wide nature. There are ten public schools in the City as well as several parochial ones.

6. Other Public and Quasi-Public Uses. Quasi-public uses occupy a substantial amount of land in the City. The largest single area is that in the center of the City which contains three cemeteries (Montrepose, Wiltwyck and St. Peter's). Other cemeteries are scattered elsewhere in the City, as are religious institutions, clubs and similar quasi-public uses. Other public uses include City Hall, the library, the City Laboratory, the County Court House, post offices, fire stations, etc.

7. Vacant Land. There are approximately 1,400 acres, or somewhat over two square miles, of vacant land in parcels over an acre within the limits of the City of Kingston. Much of this land is vacant due to topographic features, such as the steep, rocky land in the southwestern and eastern portions of the City, or the Esopus Creek flood plain in its northern portion, which prohibit or severely limit development. However, there still remain, throughout the City, several large tracts, as well as many smaller ones suitable for development.

VI. POPULATION ANALYSIS

A. POPULATION TRENDS: CITY OF KINGSTON

A review of the growth pattern of City population is quite revealing. Population changes often act as a barometer of economic fluctuations, and therefore reflect periods of both economic prosperity and hardship. This is especially true in the case of Kingston which has experienced periods of both rapid growth and stagnation.

The City of Kingston experienced its greatest growth, both in absolute and percentage increase, between the years 1870-1880 (see Table VI-1). During this period, the population nearly tripled, growing from 6,315 to 18,344, or an increase of 190.5%. Although most of this growth was due not to a great migration from other areas, but to the incorporation in 1872, as the City of Kingston, of the Villages of Rondout and Kingston and the unincorporated Village of Wilbur, this period corresponds to the peak period of Kingston's economic prosperity. The rate of growth continued moderately until 1900 and then began to decrease significantly in the decade between 1900-1910, as Kingston's river oriented economy felt the effects of competition from land transportation. Since then, growth has been very slow and in the decade 1940-1950, the City had its smallest decennial growth, 228 persons, or 0.8%. The City boundaries have remained essentially the same since 1872.

The 1960 population of 29,260 represents an increase of 443 persons, or 1.5%, over the 1950 figure. However, the special U. S. Census of New York State, in 1957, reported Kingston's population as 30,464, which seems to indicate that a peak was actually reached in 1957 and that there has been a subsequent decline of 1,204. This decrease seems to be significant. However, whether it is an actual indication of the future, or just an intercensal peak (or perhaps even a minor error in terms of an overcount in 1957 or undercount in 1960) will have to be determined by close scrutiny of future population trends. There are strong indications that the 1957 figure represented only a brief peak, resulting from an "artificially induced" population influx. This influx was caused by some 700 trainees enrolled in an IBM training program, in 1957, many of whom took residences in Kingston. With the curtailment of the program, most of these trainees, with their families, left the Kingston area. It is unfortunate that this circumstance occurred during a census year, but due to the "artificial" nature of the 1957 figures, they have not been included in subsequent portions of this section.

B. COMPARISON OF KINGSTON'S POPULATION TRENDS WITH THOSE OF SELECTED AREAS

Although Kingston's growth rate has been quite slow for the past fifty years, the City has never experienced a drop in population from one decennial census to the next. This has not been true of other nearby, stable, Hudson River communities such as Newburgh, Hudson,

✓
Poughkeepsie or Saugerties.

When population trends for Kingston are compared with those of the two other mid-Hudson communities of like size and character, Poughkeepsie and Newburgh, many similarities are observed (see Table VI-1). All three experienced periods of rapid growth in the latter half of the Nineteenth Century, then leveled off to very gradual decennial increases from 1900-1950. However, both Newburgh and Poughkeepsie suffered population declines during 1950-1960, of 3.1 and 6.6% respectively, while Kingston maintained its gradual growth rate, increasing 1.5% (assuming the 1957 count to be merely a temporary fluctuation or error, and not a trend). This would seem to indicate that Kingston is in an earlier stage of development than the other two, having more available vacant land, and therefore having a potential for further growth, under the proper conditions. This is partially borne out by the fact that, in 1960, Poughkeepsie and Newburgh had population densities of 7,985 and 8,372 persons per square mile, respectively, while Kingston's density was only 3,954.

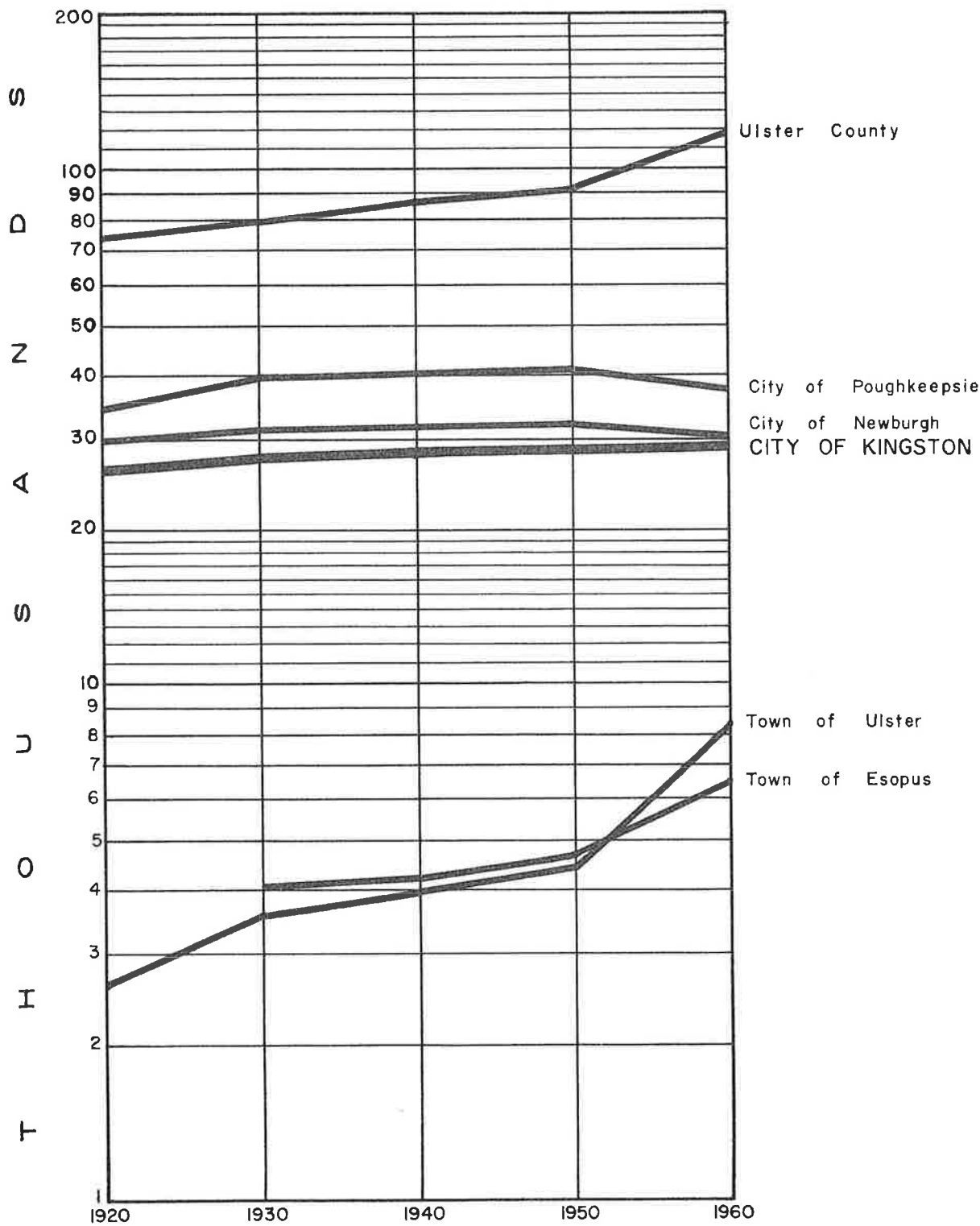
When growth trends for Kingston are compared to those of the adjacent Towns of Esopus and Ulster, the opposite pattern, is apparent. While these Towns experienced population loss during the early years of the century, Ulster has nearly doubled since 1950 and Esopus has increased by almost 40%. This is illustrative of the nation-wide pattern of rapidly increasing suburban development around stable core cities. This suburban growth may very well continue for some time, as there are vast vacant areas remaining in these two towns, as well as in other areas of Ulster County.

It is interesting to note that, even in the period from 1910-1920, while Ulster County population dropped 18.3%, Kingston maintained its gradual rate of growth. The area's economic difficulties, while apparently causing serious population loss in the rural areas, did not have any unusual effect on the City. At the present time, Kingston represents 24.6% of the total County population, as opposed to 35.6% in 1920. Its very minor population growth rate is being greatly surpassed by the rapidly growing County, which increased 28.3% in the past decade.

C. CHARACTERISTICS OF THE POPULATION

1. Births, Deaths and Migration. The annual births and deaths for the City of Kingston for the period 1950-1959 are shown in Table VI-2. It can be seen that the natural increase (excess of births over deaths) for this period was 2,178. If this figure is added to the 1950 population of 28,817, the 1960 population would be 30,995. The difference of 1,735 between this figure and the actual population of 29,260 represents the net out-migration from Kingston during the decade. In other words, 1,735 more people have left Kingston than have come into it in the last ten years.

COMPARATIVE RATES OF POPULATION GROWTH



SOURCE: U.S. Census; Town Development Plan, Town of Ulster

City of Kingston

Ulster County, New York

During the 1940-1949 period, natural population increase amounted to 767; however, an out-migration of 539 reduced population gain to only 228. Thus, out-migration is a continuing pattern in Kingston, and, as long as it exists in such large numbers, population growth cannot, foreseeably, exceed its present very slow rate.

All efforts should be extended to reverse this pattern to one of in-migration, thereby promoting more rapid population increase. By making Kingston a more desirable place to live, people will be attracted to it, economic activity will be heightened, and the City as a whole will benefit.

The average annual birth rate in Kingston was 17.1 births per thousand of population during 1940-1949. This represents a rate of 14.9 births per thousand during the war years of 1940-1944, and 19.3 for the post-war years of 1945-1949. These figures are considerably lower than the average annual birth rate of 21.4 for 1950-1959, during which time the annual rate was never low than 20.0.

The death rate for the City has been quite constant. It was 14.4 deaths per thousand for the 1940-1949 period and 14.1 for 1950-1959.

2. Age Distribution. There are several significant observations concerning Kingston's population that can be made from the age distribution and changes in distribution shown in Table VI-3. In the period 1940-1950, the only age groups that showed any substantial gain, either as a percentage of total population or in absolute numbers, were the "under-5" group (6.3-8.5%), the "55-64" group (10.0-11.6%) and the "over-65" group (10.4-12.2%). The "under-5" and "65 and over" groups plus the "5-14" groups represent, for the most part, the non-wage earning and non-child bearing element of the population. These are the groups who, while adding relatively little to the economy of the community, will require the most in the way of public services, such as schools, hospitals, care for the aged, etc. These three groups represented 33.9% of the population in 1950, or more than one third of the total, as opposed to only 31.1% in New York State.

The sharpest decrease between 1940-1950, both in percentage of total population and in absolute terms, was in the "5-14" group (14.4-13.2%) and "15-19" group (8.0-6.1%). This reflects the results of the low birth rates during the 1930's. However, there were also substantial decreases in the "20-24" group (7.5-6.7%) and the "25-34" group (15.4-13.8%). These groups are the elements of growth in a community, the ones whose incomes are increasing and who are the producers of new families. The reason for the decline is two-fold. The economic and social effects of World War II, which caused a general population redistribution, undoubtedly contributed to it. But just as important is the out-migration of young people who have found more desirable job opportunities and living environments in other areas.

The two.. groups which are most stable in economic terms, as well as family growth, the "35-44", and "45-54" groups, both remained relatively stable in their place in the population distribution. These were not affected greatly by the war and, for the most part, have strong enough family and economic ties to resist movement.

Only three age groups increased as a percentage of total population between 1950-1960, and with few exceptions, the 1940-1950 trends in age distribution and their causes are applicable to 1960. The "under-5" group (8.5-9.3%) and the "over-65" group (12.2-15.0%) again increased significantly, both absolutely and as a percentage of total population. The most notable exception was the growth of the "5-14" group (13.2-16.3%) after a drop in the preceding decade. This can be attributed to the increased birth rate after World War II and is a continuation of the growth in the "under-5" group during the previous decade.

Notable decreases, both absolutely and as a percentage of total population, are evident in the "20-24" group (6.7-5.2%), the "25-34" groups (13.8-11.4%) and the "35-44" group (14.5-12.3%). The first two also experienced decreases in the previous decade. The remaining groups all decreased slightly as a percentage of total City population.

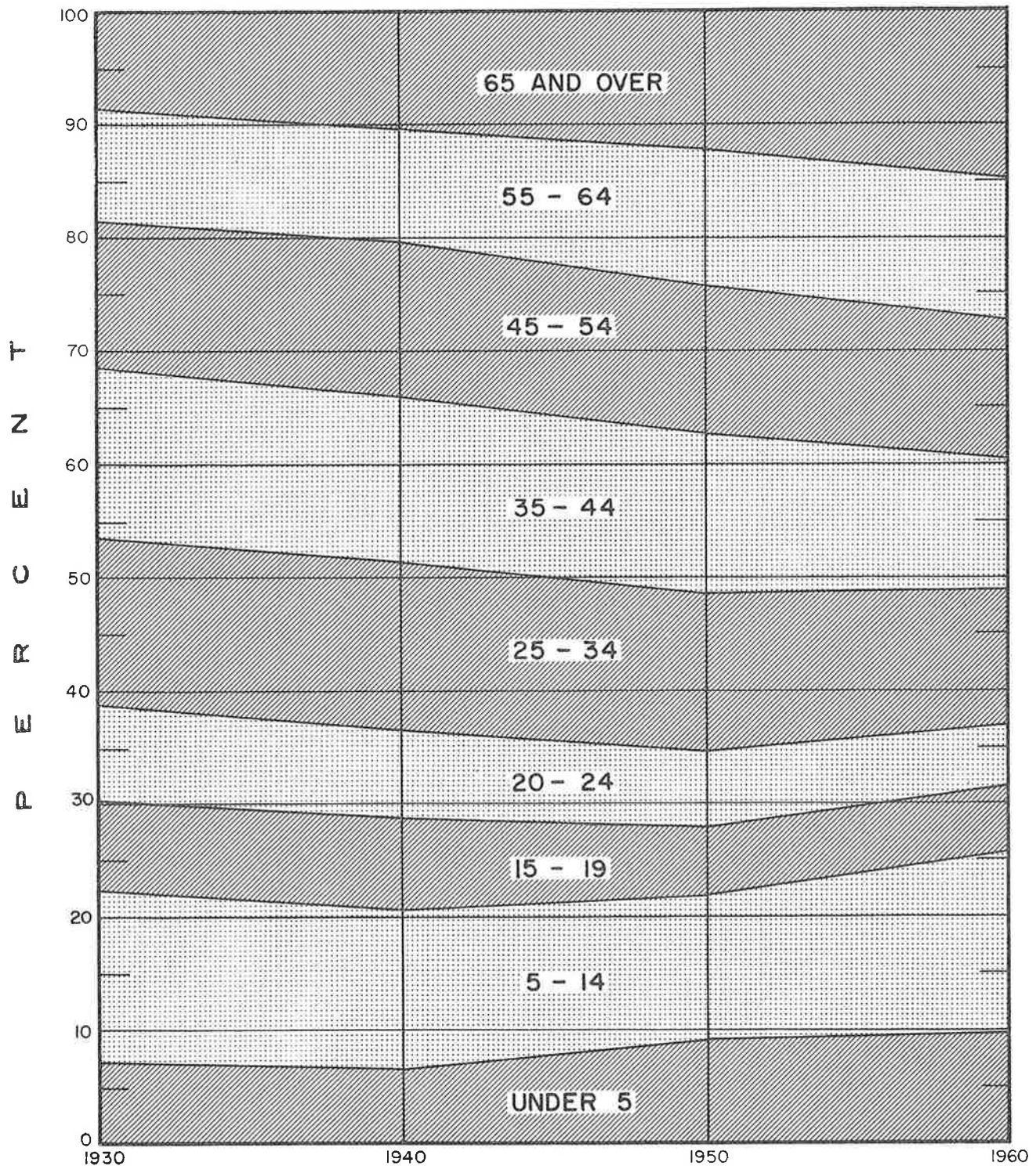
The total of the "under-5", "5-14", and "65 and over" groups has increased to 40.6% of the total population in Kingston as opposed to only 37.7% in New York State. This again is an indication of possible increasing strain on community facilities, such as schools, recreation, child care, care for the aged, etc.

The median age (that age level which is exceeded by 50% of the population and not quite reached by the other 50%) for Kingston was 36.2 years in 1950 as opposed to 33.7 for New York State. There were 12.2% of the population over 65 years as opposed to 8.5% for the State in 1950, while in 1960 this same group was 15.0% of the population in Kingston and 10.1% in the State.

3. Ethnic and Racial Composition. The racial composition of the Kingston population has essentially remained the same over the past 30 years, although the non-white population has increased very slowly as a percentage of total population during this period. There was a gain from 3.0 to 4.4% during the 1950-1960 period, which is small in relation to total population, but represents a rise of 49.8% in the non-white population (see Table VI-4). Furthermore, the addition of 428 non-whites to the City population represents 96.6% of the total City population gain of 443 over the past decade.

There were 1,779 foreign born whites in Kingston in 1950, or 6.2% of the total population. This represents a drop of 401 from the 1940 figure of 2180. The four ethnic groups with the largest representation are the Italian (373), the German (269), the Russian (222), and the Polish (180).

AGE DISTRIBUTION TRENDS



SOURCE: U.S. Census of Population

City of Kingston

Ulster County, New York

RAYMOND & MAY ASSOCIATES · PLANNING & URBAN RENEWAL CONSULTANTS · PLEASANTVILLE, N.Y.

4. Size of Household. In 1950, there were 3,813 households in Kingston, and a household population of 27,795, giving an average of 3.15 persons per household. This was virtually the same as the County average, and slightly less than the 3.27 for New York State. Due to the change in definition of a Dwelling Unit to a Housing Unit,* in 1960, the population per household in the City decreased to 2.97 persons and is not directly comparable to the 1950 figure. Indications are that the increasingly large number of older people in Kingston, composing one or two person families, have offset the larger families developing as a result of the recent increased birth rate. The New York State household size was 3.11 persons, in 1960, remaining somewhat higher than that of Kingston. Therefore, no significant change in household size is evident in the City.

D. COMPARISON OF POPULATION TRENDS BY WARD

A comparison of trends in Ward population is helpful to illustrate the internal movements and development patterns of the City. In a city such as Kingston, which has had very little overall population growth in recent years, most of the changes represent a shift in growth factors from the older areas of the City to the less developed and vacant land still remaining. Especially significant, with respect to population trends, is the fact that seven of the City's thirteen Wards suffered population declines during the past decade. Furthermore, only two of the six Wards in which population increased experienced gains of more than 6% (see Table VI-5).

The two Wards having the greatest population increase in the 1950-1960 period were the Third (15.3%) and the Twelfth (22.5%). This growth represents the new development of the vacant land in the north-eastern section (especially the 98 units in Colonial Gardens Public Housing Project) and north-western section of the City. The Second Ward experienced its period of rapid growth earlier, during the 1940-1950 decade, when it increased by 15.4%, almost twice as much as any other Ward. However, between 1950 and 1960, it suffered a slight decline of 2.2%. Between 1950 and 1960, the Fourth Ward increased despite a decrease in the previous decade, the Eighth and Eleventh Wards also showed moderate gains, while the Ninth Ward increased only slightly.

In contrast to this growth, the Sixth Ward population decreased by 23.6% during 1950-1960, although it had gained in the previous decade. This is a direct result of movement away from a very old and deteriorating area, as well as the demolition of 25 dwelling units as part of the "off-site clearance" program of the public housing project. The First, Seventh, Tenth and Thirteenth Wards have all had a pattern of decreasing population since 1940, while the Fifth remained relatively the same between 1950-1960 after experiencing a decrease between

*A "Housing Unit" includes rooming houses, resident hotels, and other quasi-households, as well as regular dwelling units.

1940-1950. All of these Wards are in the most built up areas of the City, except the Fifth and Thirteenth which are sparsely developed due to their separation from the main portion of the City by rough topographic features.

E. POPULATION POTENTIAL

1. Based on Existing Zoning. Potential population is virtually unlimited under the existing Zoning Ordinance. Development controls in the form of minimum lot sizes, maximum densities or lot coverage, building height limitations etc., are not included anywhere in the district regulations for the Residence District of the present ordinance. Furthermore, residential uses are also permitted in both the Business and Industrial Districts. Consequently, it is not feasible to make theoretical population estimates based on this ordinance.

2. Based on Land Use Plan and Proposed Zoning Ordinance. Under the Proposed Zoning Ordinance for the City of Kingston the estimated maximum population of the City is 40,000. This ordinance (submitted separately) divides the City into various districts, each with separate regulations. The individual residential districts each permit different maximum population densities. Using the ordinance as a foundation, the maximum population estimate was derived in the following manner:

a. In each residential zone, the total amount of vacant acreage (including large, predominantly undeveloped parcels containing single family structures) was calculated.

b. This amount was first reduced by 20% to allow for necessary streets in the larger parcels and again by 20% in some areas to account for unbuildable terrain. This process of approximation was necessary due to the size and topography of the larger vacant sites. More detailed analysis would only be possible following the preparation of actual subdivision plans.

c. The maximum number of dwelling units permitted on the resulting acreage by the Proposed Zoning Ordinance was then calculated to be approximately 3,150.

d. The total potential dwelling units thus derived was then multiplied by the 1950 average of 3.17 persons per occupied dwelling unit to give additional potential population.

e. This estimated, additional potential population of some 10,000 was then added to the 1960 population of 29,260 and a total potential population of just under 40,000 was derived.

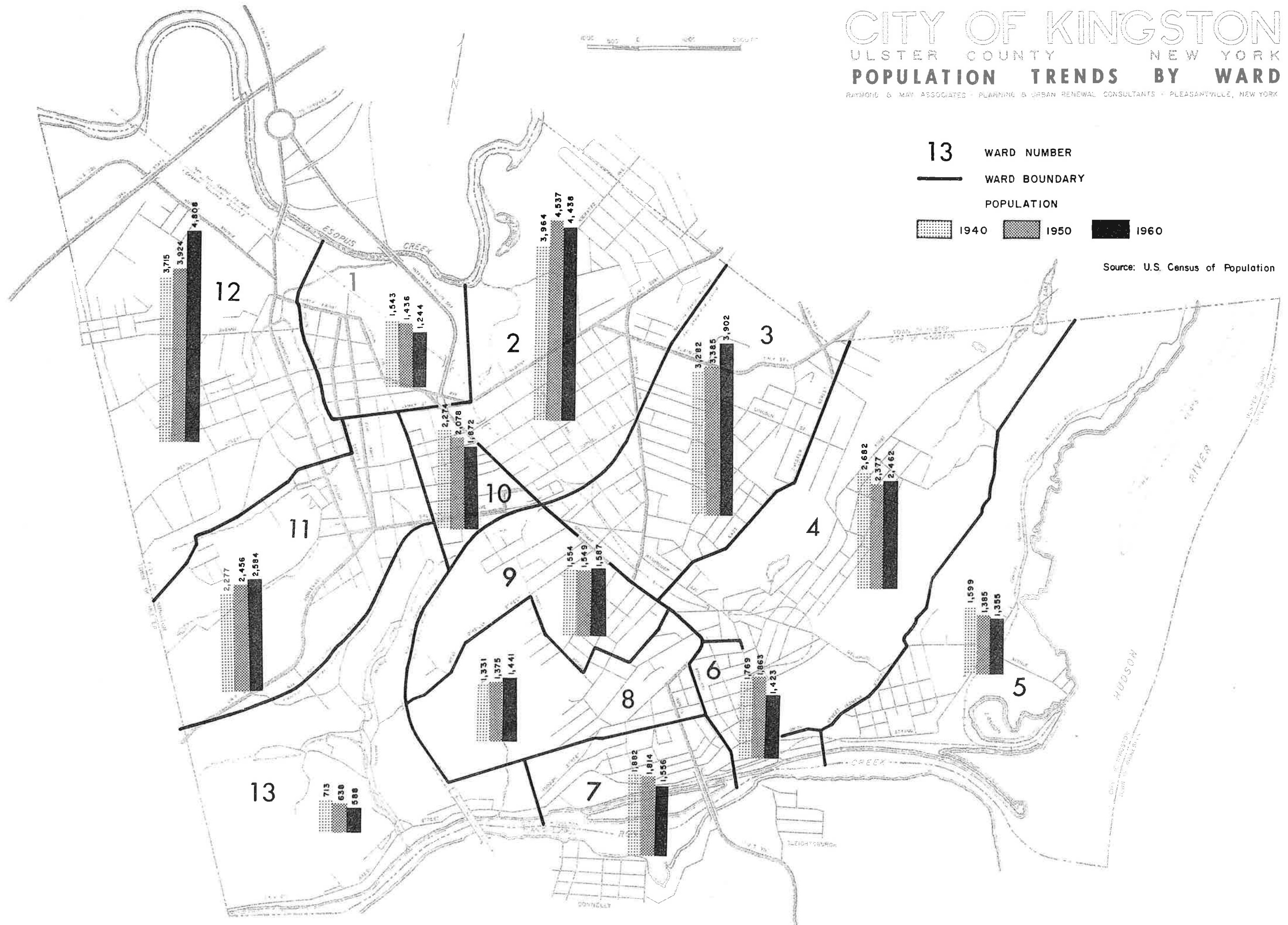
Although conversions could conceivably add further dwelling units to the total, this was not felt to be a major, long-term consideration, due to restrictions on lot area per dwelling unit set forth in the Proposed Zoning Ordinance.

CITY OF KINGSTON

ULSTER COUNTY NEW YORK

POPULATION TRENDS BY WARD

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This same method was then applied to the land uses as set forth in the Land Use Plan (see map "Land Use Plan" in rear cover flap and Chapter IX, Land Use Plan). Due to the increased areas devoted to medium density development in the Land Use Plan, which is a more long range document than the Proposed Zoning Ordinance, the potential additional dwelling units are 4,730 and the ultimate potential population is increased to 45,000. As development pressures increase, the Zoning Ordinance should be modified to reflect them and more closely approximate the Land Use Plan.

3. Population Projection to 1980. As a preface to this section, it must be understood that the City's planning program should be guided by its planned for ultimate population, rather than that for any particular year. Too many intangible, unpredictable factors determine the rate of a City's growth for this latter practice to be followed effectively. However, no matter when the ultimate population is reached, at that time, the City's residents will require a specified amount of services and facilities. It is this ultimate development which governs plans for the future.

However, City officials should be informed as to the relative rates of population growth and of the provision of services and facilities for the ultimate population. To such an end the Planning Board should make periodic studies of all pertinent data on population increases as well as of any factors influencing possible future growth.

If the Comprehensive Development Plan is adopted and measures taken to implement it, the City of Kingston should be able to maintain its present percentage of its retail trade area population over the next twenty years. This percentage is presently 29.2. In the "Marketability and Land Utilization Study" for the Rondout General Neighborhood Renewal Plan Area, prepared by Raymond and May Associates and Larry Smith and Company, Real Estate Consultants, in 1961, retail trade area population was projected to 124,200 for 1975. At this same rate, retail trade area population would reach 131,900 by 1980. This means that the City population, by 1980, could reach some 38,500 persons, a growth of 9,000 persons, or more than half of the potential additional population proposed in the Comprehensive Development Plan.

TABLE VI-1

POPULATION TRENDS

City of Kingston, Ulster County, and Selected Areas

Year	CITY OF KINGSTON			Ulster County			Town of Ulster		
	Population	Change		Population	Change		Population	Change	
		Number	%		Number	%		Number	%
1870	6,315	--	--	N.A.	--	--	N.A.	--	--
1880	18,344	12,029	190.5	N.A.	--	--	N.A.	--	--
1890	21,261	2,917	15.9	N.A.	--	--	N.A.	--	--
1900	24,535	3,274	15.4	N.A.	--	--	N.A.	--	--
1910	25,908	1,373	5.6	N.A.	--	--	N.A.	--	--
1920	26,688	780	3.0	91,769	--	--	N.A.	--	--
1930	28,088	1,400	5.2	74,979	16,790	-18.3	2,622	-932	-26.2
1940	28,589	501	1.8	80,155	5,176	8.6	3,597	975	37.1
1950	28,817	228	0.8	87,017	6,862	6.4	3,993	396	11.0
(1957) *	(30,464)	(1,647)	(5.7)	92,621	5,604	7.9	4,411	418	10.5
1960	29,260	443	1.5	(100,537)	(7,916)	(8.5)	(7,189)	(2,778)	(63.1)
				113,804	26,183	28.3	8,448	4,037	91.5
Year	Town of Esopus			City of Poughkeepsie			City of Newburgh		
	Population	Change		Population	Change		Population	Change	
		Number	%		Number	%		Number	%
1870	N.A.	--	--	20,080	5,354	36.4	17,014	4,436	35.3
1880	N.A.	--	--	20,207	127	0.6	18,049	1,035	6.1
1890	N.A.	--	--	22,606	1,999	9.9	23,087	5,038	27.9
1900	N.A.	--	--	24,029	1,823	8.2	29,943	1,856	8.0
1910	N.A.	--	--	27,936	3,907	16.3	27,805	2,862	11.5
1920	N.A.	--	--	35,000	7,064	25.3	30,366	2,561	9.2
1930	4,167	--	--	40,288	5,288	15.1	31,275	909	3.0
1940	4,220	53	1.3	40,478	190	0.5	31,883	608	1.9
1950	4,738	518	12.3	41,023	545	1.3	31,956	73	0.2
(1957) *	(6,112)	(1,374)	(29.0)	(N.A.)	--	--	(N.A.)	--	--
1960	6,597	1,859	39.2	36,330	-2,693	-6.6	30,979	-977	-3.1

*1957 figures, in parentheses, are not included in the computation of 1960 population changes, and are merely shown as an additional reference.

N.A. = Not Available.

Sources: U.S. Census of Population, Town Development Plan, Town of Ulster.

TABLE VI-2

VITAL STATISTICS 1940-1959

City of Kingston, New York

Year	Births		Deaths		Natural Increase
	Number	Rate Per 1000	Number	Rate Per 1000	
1940	392	13.7	410	14.4	-18
1941	409	14.4	434	15.2	-25
1942	450	15.8	388	13.6	62
1943	459	16.1	421	14.8	38
1944	408	14.4	397	14.0	11
1945	388	13.7	422	14.9	-34
1946	557	19.7	416	14.7	141
1947	659	23.2	429	15.1	230
1948	560	19.6	395	13.8	165
1949	591	20.6	394	13.7	197
Totals	4,873	17.1	4,106	14.4	767

NET MIGRATION 1940-1949 = Total Population gain (228) - Natural Increase (767) = 539 (Out-migration)

1950	579	20.0	404	13.9	175
1951	587	20.2	409	14.1	178
1952	612	20.9	397	13.6	215
1953	612	20.7	427	14.4	185
1954	615	20.7	393	13.2	222
1955	651	21.7	433	14.4	218
1956	687	22.7	443	14.6	244
1957	723	23.7	424	13.9	299
1958	687	22.3	455	14.7	232
1959	653	21.0	443	14.2	210
Totals	6,406	21.4	4,228	14.1	2,178

NET MIGRATION 1950-1959 = Total population gain (443) - Natural Increase (2,178) = 1,735 (Out-Migration)

NET MIGRATION 1940-1959 = Total population gain (671) - Natural Increase (2,945) = 2,274 (Out-Migration)

Source: Resident Vital Statistics of Cities and Counties, New York State 1940-1949
 New York State Department of Health Unofficial Estimates 1950-1959.

TABLE VI-3

POPULATION BY AGE GROUPS 1930-1960

City of Kingston, New York

Age Groups	1930		1940		1950		1960		Change 1930-40		Change 1940-50		Change 1950-60	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Under 5	2,032	7.2	1,810	6.3	2,451	8.5	2,735	9.3	-222	-10.9	641	35.4	284	11.6
5-14	4,311	15.4	4,126	14.4	3,793	13.2	4,770	16.3	-185	-4.3	-974	-23.6	977	25.8
15-19	2,242	8.0	2,278	8.0	1,756	6.1	1,794	6.1	36	1.6	-522	-22.9	38	2.2
20-24	2,292	8.2	2,139	7.5	1,921	6.7	1,536	5.2	-153	-6.7	-218	-10.2	-385	-20.0
25-34	4,162	14.8	4,403	15.4	3,984	13.8	3,344	11.4	241	5.8	-419	-10.1	-640	-16.1
35-44	4,176	14.9	4,125	14.4	4,201	14.5	3,608	12.3	-51	-1.2	76	1.8	-513	-12.2
45-54	3,584	12.8	3,897	13.6	3,851	13.4	3,798	13.0	313	8.7	-46	-1.2	-53	-1.4
55-64	2,793	9.9	2,849	10.0	3,338	11.6	3,276	11.2	56	2.0	489	17.1	-62	-1.9
65+	2,475	8.8	2,962	10.4	3,522	12.2	4,399	15.0	487	19.7	560	18.9	877	24.9
Unknown	23,067	100.0	23,589	100.0	28,817	100.0	29,260	100.0						
	21													
	23,088													

Source: U.S. Census of Population

TABLE VI-4

RACIAL AND ETHNIC COMPOSITION OF POPULATION

City of Kingston, New York

	1930		1940		1950		1960	
	Number	%	Number	%	Number	%	Number	%
White	27,443	97.7	27,730	97.0	27,958	97.0	27,973	95.6
Non-White	645	2.3	859	3.0	859	3.0	1,287	4.4
	28,088	100.0	28,589	100.0	28,817	100.0	29,260	100.0

Source: U.S. Census of Population.

TABLE VI-5
POPULATION CHANGE BY WARDS

City of Kingston, New York

Ward	Population			Change			
				1940-1950		1950-1960	
	1940	1950	1960	Number	%	Number	%
1	1,543	1,436	1,244	-107	-6.9	-192	-13.4
2	3,964	4,537	4,438	573	15.4	-99	-2.2
3	3,282	3,385	3,902	103	3.1	517	15.3
4	2,682	2,377	2,462	-305	-11.4	85	3.6
5	1,599	1,385	1,355	-214	-13.4	-30	-2.2
6	1,769	1,863	1,423	94	5.3	-440	-23.6
7	1,882	1,814	1,556	-68	-3.6	-258	-14.2
8	1,331	1,375	1,441	44	3.3	66	4.8
9	1,554	1,549	1,587	-5	-0.3	38	2.5
10	2,274	2,078	1,872	-196	-8.6	-206	-9.9
11	2,277	2,456	2,584	179	7.9	128	5.2
12	3,715	3,924	4,808	209	5.6	884	22.5
13	717	638	588	-79	-11.0	-50	-7.8
Total	28,589	28,817	29,260	228	0.8	443	1.5

Source: U.S. Census of Population.

VII. HOUSING ANALYSIS

Analysis and appraisal of a community's housing supply is a valuable guide towards determining not only the quality and characteristics of existing residential uses, but also the need for, and potential of, new residential growth. Especially useful in this context is the knowledge of trends in the housing supply, particularly with respect to its condition and characteristics. The most comprehensive source for this type of data is the decennial U.S. Census of Housing. Unfortunately, due to changes in the definition of terms and in the categorization of data, direct comparisons between the most important 1950 and 1960 Census of Housing data are impossible.* However, careful analysis of these sources does provide some general background knowledge of Kingston's housing resources.

A. SUPPLY, PHYSICAL CONDITION, AND OVERCROWDING OF HOUSING

1. Total Supply. In 1960 there were 9,595 "occupied Housing Units" in the City of Kingston. This number represented an increase of 840 over the "occupied Dwelling Units" of 1950 (see Table VII-1). As these two figures are not directly comparable, another method must be employed to determine how much of this increase was due to actual construction or conversions and how much to the change in definitions. One means of accomplishing this is by using population growth as a guide.

Between 1950-1960, the total City population increased by 443. As there was an average of 3.17 persons per "occupied Dwelling Unit" in 1950, if this average had persisted, with the corresponding increase in population, there would have been an addition of 139 "occupied Dwelling Units" by 1960. A large part of the difference between this figure and the addition of 840 "occupied Housing Units" over "occupied Dwelling Units" can be attributed to the change in the definition of a Dwelling Unit by the Bureau of the Census. The 1960 figure includes rooming houses, resident hotels, lodgers with individual entrances to their living quarters, and other similar living quarters occupied by quasi households, in addition to regular Dwelling Units, while the 1950 figure did not. Thus the actual increase in "occupied Dwelling Units" by the 1950 definition was probably between 125-150, for the 1950-1960 period.

*Direct comparison between number of units (Dwelling Units in 1950 and Housing Units in 1960) is impossible due to the difference in definitions. Housing Units include such categories as rooming houses, resident hotels, and lodgers with separate entrances to their living quarters, which were omitted in the 1950 count. Comparison of the condition of units is also complicated by the fact that in 1960 three categories were used ("sound", "deteriorating", and "dilapidated") while in 1950 there were only two ("not dilapidated" and "dilapidated").

However, the above discussion does not provide a complete picture of the activity which has taken place in the City's housing supply. Reference has been made only to "occupied" units. With regard to total units, a somewhat different situation is evident. While "occupied Housing Units" increased by 840, or 9.6%, over "occupied Dwelling Units" in the past decade, total Housing Units increased 1,243 or 13.8%, over total Dwelling Units. Furthermore, vacant, non-seasonal, not dilapidated Housing Units, available for rent or sale, were 417 in 1960 as opposed to only 73 of the same category of Dwelling Units, in 1950, representing an increase of more than 500%. These figures are a good indication that, even when allowance has been made for additions caused by the previously mentioned changes in definition, there has been a significant increase of vacant units in the Kingston housing supply.

The above conclusion is consistent with general knowledge of the fluctuations which have taken place over the past decade within Kingston's housing supply. In 1957, IBM undertook an extensive training program involving some 700 trainees. This sudden influx of families created an immediate demand for housing accommodations, thereby prompting some new construction, as well as many conversions of existing structures, to provide more Housing Units. When the training program was terminated, many of the converted units were vacated. Furthermore, as some new units became available both in and out of the City, residents of older units found it advantageous to move. As a result, a supply of vacant units in excess of demand was created, predominantly in older structures. By all indications, this excess has persisted and is still a factor in the City's housing market.

2. Changes in Supply by Ward. It is difficult to accurately compare housing supply between 1950-1960 for each Ward due to the previously mentioned differences in census definition. However, the changes are so obvious in some cases that they can be easily noted. As a result, some indication of housing trends within the City can be established.

Three Wards, the First, Third, and Twelfth, showed the most significant gains from "occupied Dwelling Units" in 1950 to "occupied Housing Units" in 1960 (see Table VII-1). The reason for this change in the First Ward is quite different than that for the other two. This Ward, which encompasses the Uptown Business Area, is virtually completely developed and no new construction of any consequence has taken place there in the past decade. However, the area contains many rooming houses as well as several large hotels. Therefore, the addition of new "units" is undoubtedly the result of the definition change. This is further borne out by the fact this Ward suffered a population decline during the same period. The cause for the growth in the other two Wards can be attributed predominantly to new construction in less developed areas of the City. Some 98 units were added in the Third Ward by construction of the Colonial Gardens Public Housing Project in 1953. The change in definition had little effect in these areas, as there are few quasi-households. Furthermore, these two Wards also showed the greatest population increases in the City for the past decade.

29.6% in the Sixth and 33.0% in the Seventh. However, urban renewal treatment should provide drastic alterations in the prevailing conditions over the next ten years. The other two Wards with more than 40% dilapidated or deteriorating units were the Fifth and the Ninth. In the case of the Ninth Ward, a field survey by the consultants disclosed no evidence of housing in as poor condition as that cited by the Census, 49.9% dilapidated or deteriorating. It is the opinion of the consultants that, in this case, the figures represent either a statistical error by the Bureau of the Census or faulty judgement on the part of the Census enumerator for that district.

Less than 10% of the Housing Units were either dilapidated or deteriorating in four Wards, the First, Second, Eleventh, and Twelfth. With the exception of the First, which includes the Uptown Business Area, these are all in the more recently developed portions of the City. In the remaining five Wards, between 13 and 28% of the units were dilapidated or deteriorating. Aside from the Sixth and Seventh Wards, only two Wards, the Fourth (with 13.5%) and the Fifth (with 10.2%) had more than 10% of its Housing Units classified as dilapidated.

5. Overcrowding. Overcrowding does not appear to be a problem in the Kingston Housing Market. Only 2.2% of all "occupied Dwelling Units," in 1950, had 1.51 or more persons per room. This is a standard indicating excessive crowding of living space, as it usually means that two or more persons are using the same bedroom or that one room is performing two functions (i. e. living room-bedroom). Only the Sixth Ward showed any signs of overcrowding, as 6.4% of its "occupied Dwelling Units" had 1.51 or more persons per room.

The 1960 Census of Housing tabulated only those units with 1.01 persons per room or more, therefore, comparisons with 1950 figures are not applicable. However, due to the excess supply of housing in the City, it is not thought that overcrowding is a significant factor in Kingston.

B. AGE, SIZE, TYPE, TENURE, AND NEW CONSTRUCTION OF HOUSING

As of 1950, over 74% of all Dwelling Units in Kingston had been built prior to 1920 and just under 90% had been built prior to 1930, while in Ulster County as a whole 57.8% of all Dwelling Units were built before 1920 and 71.8% before 1930. Although there has been relatively little construction in Kingston in the past fifteen years, there has been a substantial amount in Ulster County. Therefore, Dwelling Units built since 1945, will comprise a rapidly increasing percentage of the County's total (9.6% in 1950) while in Kingston they will probably increase at a much slower rate (3.1% in 1950) (see Table VII-6). Comparable information is not yet available for 1960 in this or any of the following categories.

There were more six room Dwelling Units in Kingston in 1950 than any other size (25.2% of all Dwelling Units). As five room units represented 21.1% of the total, 46.3% of all Dwelling Units were in the five and six room groups. Part of the reason for the lack of overcrowding in Kingston

becomes apparent when it is observed that 54.7% of all "occupied Dwelling Units" in 1950 were occupied by two or three persons (two persons, 30.1%, and three persons, 24.6%). While the trend in building prior to 1920 was towards large Dwelling Units, Kingston has recently had a counter trend towards small families and little population increase. Therefore, many of these older units, which compose a large portion of Kingston's housing, are probably underutilized (see Table VII-5).

In 1950, 48.1% of all Dwelling Units were in single family detached structures. Only a little over 6% of all the Dwelling Units in Kingston were in structures with more than four units.

Home ownership is a predominant pattern in the Kingston housing market. In 1950, 56.3% of all "occupied Dwelling Units" were owner occupied, while in 1960 owner "occupied Housing Units" increased to 58.9% of the total.

New construction has been limited in Kingston in recent years. Although the scant available data is an insufficient basis for detailed analysis, it does bear out the conclusions drawn from field observation and examination of Census data. Between 1954 and 1960, 393 Building Permits were issued for single family homes and one for a multi-unit structure (20 units). However, 83% of these were issued prior to 1958, and the year in which the greatest number (126) was issued was 1955. Only 14 Building Permits were issued in 1960. As the issuance of a Building Permit is by no means proof of actual construction, this data cannot be used to measure actual additions to the housing supply. Data on units gained by conversion or lost by demolition is unavailable in any form from which trends can be established.

CITY OF KINGSTON

ULSTER COUNTY NEW YORK

PHYSICAL CONDITION of HOUSING UNITS -1960

RAYMOND & MAY ASSOCIATES • PLANNING & URBAN RENEWAL CONSULTANTS • PLEASANTVILLE, NEW YORK

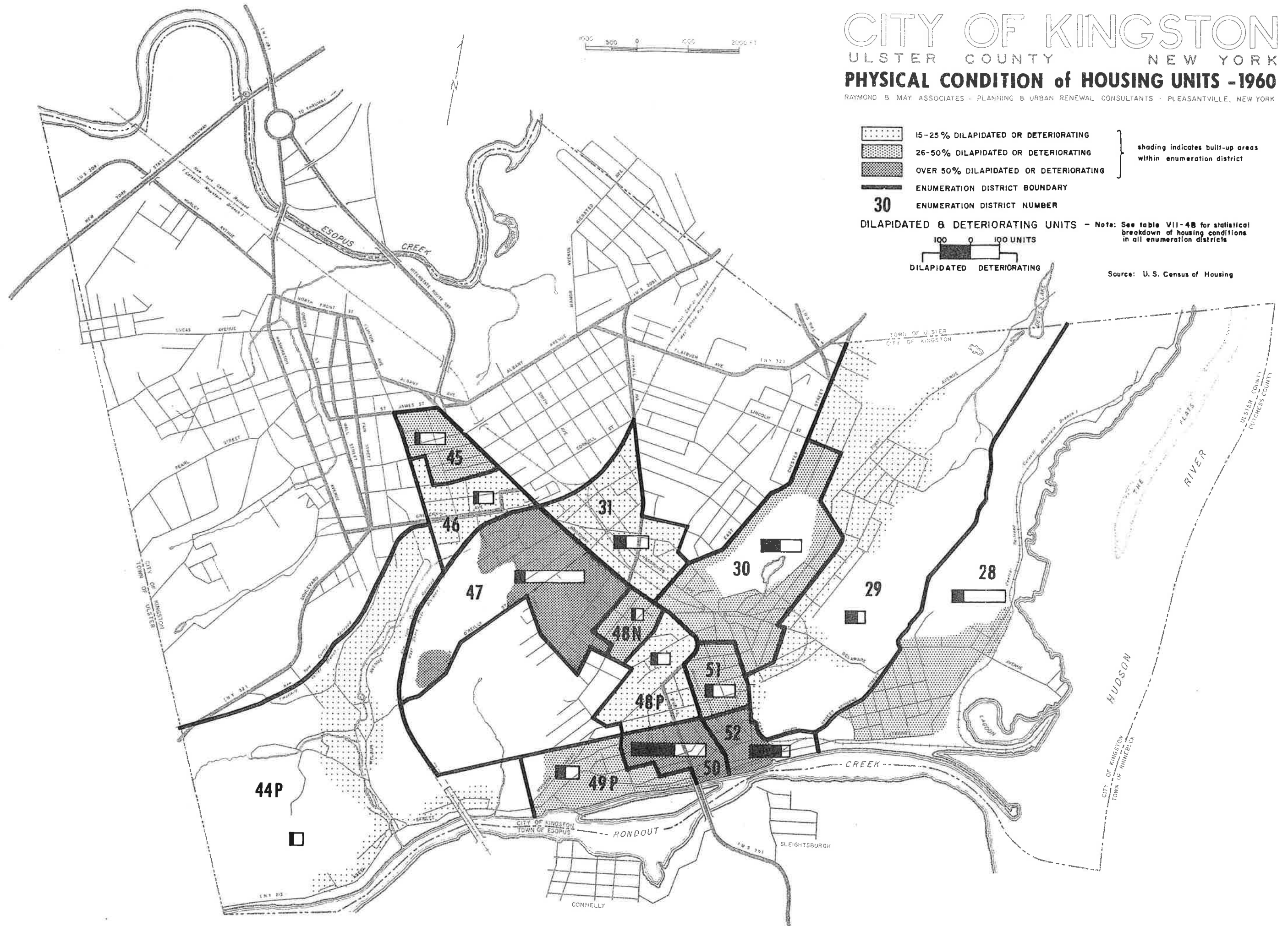


TABLE VII-1

TOTAL OCCUPIED "DWELLING UNITS": 1950
AND "HOUSING UNITS": 1960 BY WARDS

City of Kingston, New York

Ward	Dwelling Units 1950	Housing Units 1960	Change 1950-1960* Number
1	482	577	95
2	1,421	1,514	93
3	1,005	1,171	166
4	682	758	76
5	380	389	9
6	524	428	-96
7	485	457	-28
8	405	414	9
9	471	527	56
10	685	680	-5
11	757	847	90
12	1,287	1,658	371
13	169	175	6
Total	8,755	9,595	840

*The figures shown here are not true measures of changes in the housing supply and are shown only as a general indication of activity in the housing market (see text for more complete explanation). Consequently, only numerical changes are given.

Source: U.S. Census of Housing.

TABLE VII-2

SUBSTANDARD* DWELLING UNITS - 1950

Kingston and Selected Areas

	Total Dwelling Units	Substandard Dwelling Units Number**	% of Total Dwelling Units
New York State	4,633,806	762,451	16.5
Ulster County	36,788	12,290	33.4
CITY OF KINGSTON	8,991	2,024	22.5
City of Hudson	3,545	1,183	33.4
City of Poughkeepsie	12,609	2,712	21.5
City of Newburgh	10,243	2,660	26.0
Village of Saugerties	1,297	375	29.0

*Defined as "substandard" in this table is any dwelling unit which lacks private flush toilet or bath, is dilapidated, or lacks hot running water.

**These figures include in each area, a pro-rated percentage of those dwelling units which did not report either condition of structure or information concerning plumbing facilities.

Source: 1950 U.S. Census of Housing.

TABLE VII-3

PLUMBING FACILITIES AND CONDITION OF DWELLING UNITS BY WARD 1950

City of Kingston, New York

Ward	Total Dwelling Units Reporting	No Private Bath* and/or dilapidated		Dilapidated** % of	
		Number	% of Total	Number	Total
1	489	61	12.4	27	5.5
2	1,436	139	9.7	47	3.3
3	1,016	195	19.2	60	5.9
4	694	169	24.4	61	8.8
5	380	148	38.9	67	17.6
6	528	247	46.6	109	20.6
7	469	196	41.8	77	16.4
8	408	57	14.0	9	2.2
9	467	55	11.8	11	2.4
10	680	147	21.6	47	6.9
11	762	92	12.1	28	3.7
12	1,285	172	13.4	80	6.2
13	165	4	2.4	3	1.8
Total	8,779	1,682	19.1	626	7.1

*Includes units with running water, but lacking private toilet or bath.

**Includes 8 dwelling units, location unknown, which are dilapidated, but lack running water.

NOTE: This table does not include 294 dwelling units which are not dilapidated, have private toilet and bath, but lack running water.

Source: U.S. Census of Housing, 1950.

TABLE VII-4A

PHYSICAL CONDITION OF HOUSING UNITS BY WARD 1960

City of Kingston, New York

Ward	Total Housing Units	Deteriorating		Dilapidated		Dilapidated or Deteriorating	
		Number	% of Total	Number	% of Total	Number	% of Total
1	628	43	6.8	8	1.3	51	8.1
2	1,617	32	2.0	7	0.4	39	2.4
3	1,223	114	9.3	43	3.5	157	12.8
4	812	108	13.3	110	13.5	228	26.8
5	403	139	34.5	41	10.2	180	44.7
6	460	99	21.5	136	29.6	235	51.1
7	533	152	28.5	176	33.0	328	61.5
8	435	41	9.4	25	5.7	66	15.1
9	547	225	41.1	48	8.8	273	49.9
10	715	135	18.9	32	4.5	167	23.4
11	914	46	5.0	7	0.8	53	5.8
12	1,749	78	4.4	4	0.2	82	4.6
13	198	33	16.7	11	5.6	44	22.3
Total	10,234	1,245	12.2	648	6.3	1,893	18.5

Source: U.S. Census of Housing.

TABLE VII-4B

PHYSICAL CONDITION OF HOUSING UNITS BY ENUMERATION DISTRICT - 1960

City of Kingston, New York

Enumeration District	Total Housing Units	Deteriorating		Dilapidated		Dilapidated or Deteriorating	
		Number	% of Total	Number	% of Total	Number	% of Total
28	403	139	34.5	41	10.2	180	44.7
29	340	27	7.9	44	12.9	71	20.8
30	472	81	17.2	66	14.0	147	31.2
31	453	73	16.1	40	8.8	113	24.9
32	425	24	5.6	2	0.4	26	6.0
33	345	17	4.9	1	0.3	18	5.2
34	324	10	3.1	2	0.6	12	3.7
35	535	11	2.1	1	0.2	12	2.3
36	307	2	0.6	1	0.3	3	0.9
37	451	9	2.0	3	0.6	12	2.6
38	628	43	6.8	8	1.3	51	8.1
39	545	36	6.6	2	0.4	38	7.0
40	669	13	1.9	0	0.0	13	1.9
41	535	29	5.4	2	0.4	31	5.8
42	341	23	6.7	7	2.0	30	8.7
43	418	12	2.9	0	0.0	12	2.8
44N	155	11	7.1	0	0.0	11	7.1
44P	198	33	16.7	11	5.5	44	22.2
45	402	86	21.4	16	4.0	102	25.4
46	313	49	15.7	16	5.1	65	20.8
47	388	198	51.0	39	10.1	237	61.1
48P	264	38	14.4	22	8.3	60	22.7
48N	159	27	17.0	9	8.3	36	25.3
49N	171	3	1.8	3	1.8	6	3.6
49P	199	47	23.6	31	15.6	78	39.2
50	334	105	31.4	145	43.4	250	71.8
51	273	74	27.1	27	9.9	101	37.0
52	187	25	13.4	109	58.3	136	71.7

Source: U.S. Census of Housing.

TABLE VII-5

NUMBER OF ROOMS PER DWELLING UNIT
AND NUMBER OF PERSONS PER DWELLING UNIT-1950

City of Kingston, New York

Number of Rooms Per Dwelling Unit	Number of Units	% of Total	Number of Persons Per Dwelling Unit	Number of Units	% of Total
1	115	1.3	1	988	11.3
2	272	3.0	2	2,631	30.1
3	999	11.1	3	2,155	24.6
4	1,482	16.5	4	1,483	16.9
5	1,894	21.1	5	782	8.9
6	2,265	25.2	6	361	4.1
7	869	9.7	7	160	1.8
8	505	5.6	8	106	1.2
9 or More	445	4.9	9	40	.5
Not Reported	145	1.6	10 or More	49	.5
Total	8,991	100.0	Total	8,755	100.0

Source: U.S. Census of Housing 1950.

TABLE VII-6

AGE OF DWELLING UNITS - 1950

City of Kingston, New York

Year Built	Number	% of Total Units
1945 or later	275	3.1
1940 to 1944	95	1.1
1930 to 1939	540	6.2
1920 to 1929	1,350	15.4
1919 or earlier	6,480	74.2
Total Reporting	8,740	100.0

Total All Dwelling Units 8,991

Source: U.S. Census of Housing 1950.

VIII. ECONOMIC BASE

People, income and jobs -- the inter-relationship of these three factors is fundamental to the economic life of a city.

An understanding of the basic economic activities in Kingston, and of the facilities for production and the provision of services, is essential in the process of creating a Comprehensive Development Plan. The size and character of the City's population is dependent on the number and type of jobs available to it. This includes jobs within and outside of the City.

These factors, in turn, determine the income levels of Kingston's residents as well as the general tax base. The character of the population, its desires and its ability to pay for civic improvements is bound up in these items and they therefore warrant study. The City's economic past, and the fleeting moment we call the present, will be analyzed for the implications these factors may have for the future development of the City.

On every working day, there is a simultaneous movement of workers into and out of the City. One group lives outside of Kingston and travels there to work; another group lives there and travels daily to jobs outside of the City.

There is also a third group, of course, composed of people who both reside and work in Kingston. Each of these groups contributes to the City's economic base: the first group by providing essential employees for local enterprises; the second group by investing their outside-earned incomes in Kingston homes and by spending money locally. In each case, property values are created which comprise the taxable wealth of the community. The third group is particularly important because its members affect the economy both as taxpayers and as workers in local establishments. Furthermore, all three groups participate in the City's economy as consumers, and in that role are essential to the economy from the standpoint of retail and service businesses.

A. LABOR FORCE AND EMPLOYMENT

1. Labor Force. The "labor force"* discussed in this section consists of those residents of Kingston who hold jobs either within or outside of the City. This classification is distinct and separate from that of "employment", discussed in the following section, which deals only with those jobs held in Kingston by either residents or non-residents.

*The Labor Force includes all persons 14 years of age and older who are either employed or unemployed but in the market for a job, as well as members of the armed forces.

It is impossible to tell exactly how much of the labor force is actually employed within the City. However, as the Mid-Hudson area is characterized by many long journeys to work, it is probable that a substantial amount of interchange occurs between Kingston, Ulster County (especially IBM), and the remainder of the Kingston Region.

As there has been only a very slight growth in Kingston's population in recent years, the size of the labor force has remained relatively stable. In 1950, the labor force totaled 12,753, while in 1940 it was 12,274. Since the City has experienced a population increase of only 443 persons since 1950, although actual figures are not yet available, it can be assumed that the labor force in 1960 has increased only slightly. The "employed" labor force figures differ considerably from 1940-1950, due to the effects of the depression years. In 1950, there were 12,079 employed members of the labor force, or 94.8%. However, in 1940, at the end of the depression years, only 10,224 members of the labor force, or 83.3% were employed.

Since the difference in employed workers was due largely to highly unusual circumstances in 1940, rather than any real change in the labor force, it is not really valid to make comparisons between 1940-1950 on an absolute basis. In this situation, a better means for comparing growth or change in the labor force is to analyze each component of employment as a percentage of the whole (see Table VIII-1).

Industry Group. Manufacturing establishments employ by far the greatest percentage of the employed labor force. In 1950, 32.3% of all employed workers were employed by manufacturing establishments, as opposed to 29.6% in 1940. Of those employed in manufacturing, in 1950, 43.4% were in the Apparel and Other Fabricated Textile group. Roughly 80% of the workers in this group, which employs 14.0% of the entire employed labor force, were women. Retail Trade accounted for 17.2% of the employed labor force in 1950, as opposed to 17.9% in 1940. Transportation, Communication and Other Public Utilities accounted for 10.9% in 1950 and 10.5% in 1940. Professional and Related Services comprised 10.1% of the employed labor force in 1950, and 10.5% in 1940. It is apparent that the composition of the total employed labor force did not change significantly with respect to those groups which employed at least 10% of the labor force, or in other, smaller groups as well. This illustrates the stability of Kingston's labor force not only in number, but also in distribution.

Type of Occupation. The type of occupation of employed residents is indicative of the orientation of the City's economic base. In 1950, 78.9% of all employed members of the labor force were Private Wage and Salary workers, in contrast to 83.9% in 1940. The largest occupation group was "Operatives and Kindred" which consisted of 28.7% of the employed labor force in 1950, and 27.9% in 1940. The next largest group was "Clerical and Kindred, and Sales" which had 19.8% in 1950, and 17.8% in 1940. The third largest was "Craftsmen, Foremen, and Kindred" with 13.7% in 1950 and 12.4% in 1940. These relatively unchanged figures again illustrate the stability of the composition of Kingston's labor force (see Table VIII-2).

2. Employment. Data on the actual number of jobs within the City is available from the U.S. Census for only four major employment groupings; Retail Trade, Wholesale Trade, Selected Services, and Manufacturing. These four major groups accounted for approximately 7,000 jobs in Kingston in 1958 (see Table VIII-3). There is no detailed information on the remaining groups, Transportation, Communications and other Public Utilities, Construction; Finance Insurance and Real Estate; Agriculture; Government; Mining; and Other Unclassified. However, this total represents by far the majority of all jobs in Kingston, possibly as high as between 80 and 90% of the total.

Of the four groups for which there is information, two experienced rises in employment, and two had decreases between 1948-1958. It is interesting to note, however, that all four groups suffered losses in employment between 1948-1954. The subsequent rise in Retail Trade and Selected Services would seem to indicate that the introduction of a new IBM plant in the Town of Ulster in 1955 provided a boost to the City's economy. Selected Services had the largest percentage rise between 1948-1958, 12.6%, which represented a gain of 70 employees. Retail Trade employment rose 4.9%, or 105. Manufacturing* dropped by about 15%, or 625 employees, and Wholesale Trade experienced the largest percentage decrease of 22.5%, or 164 employees. There was an over-all drop of some 575 workers, or about 8% for the four groups combined.

Manufacturing establishments account for by far the largest proportion of total jobs. According to an unofficial New York State Department of Commerce estimate, there were 3,852 manufacturing jobs, in Kingston in 1960. Of these, 1,676, or 43.5%, were in the Apparel and Other Fabricated Textile Products group. These jobs are held primarily by women and, because of the nature of the apparel industry, tend to fluctuate both among the various concerns and according to season. The second largest group, employing 451, was Other Durable Goods, which includes Hudson Cement Company, The Hutton (Brick) Company, and Terry Brick Company. Although manufacturing jobs are still important to Kingston, they are steadily decreasing, both absolutely and as a percentage of total employment.

*Since the final U.S. Census of Manufacturing for 1958 is not yet available, the figure for 1958 manufacturing employment used in this report is an estimate. The unofficial, preliminary total for manufacturing employment in Kingston, for 1958, was 3,087. On the other hand, an unofficial estimate by the New York State Department of Commerce indicated approximately 3,850 manufacturing jobs in the City, in 1960. This discrepancy is probably due to the fact that the 1958 Census was taken during a nationwide recession, the effects of which were particularly pronounced in the Kingston Area. As a result, this figure is probably biased and not a true indication of actual manufacturing employment, which suffered the most during the recession. Based on this limited available data, a figure of 3,500 manufacturing jobs is estimated for 1958. This figure is an approximation and is cited only as a basis for comparison.

Kingston's role as a manufacturing center has declined as a consequence of the industrial growth of its hinterland. This can be attributed largely to the lack of industrial sites in the City and the orientation of new residential growth to the suburbs.

Retail Trade employed 2,255 workers in 1958. This group has increased somewhat, but not at a very rapid pace. Selected services employed 626, and Wholesale Trade, 566. Although the labor force in Kingston is relatively stable, the number of jobs in the City has exhibited a pattern of decline.

3. Kingston's Relation to Ulster County (see Table VIII-3)

Employment.* Kingston has historically been the trade and employment center of Ulster County. However, while the number of jobs in Kingston has declined somewhat in the past dozen years, jobs in Ulster County have grown considerably. Consequently, Kingston's proportion of Ulster County's employment has dropped sharply. This trend is most pronounced in manufacturing employment. While manufacturing employment in Kingston was dropping by some 15% between 1948-1958, it grew by 72.4% in Ulster County as a whole. The result of these changes was that Kingston's proportion of Ulster County's manufacturing employment dropped from 55.7% to 27.4%.

However, in appraising the significance of these facts, the addition of approximately 5,200 jobs at the new IBM plant must be considered. If these jobs were eliminated, Ulster County manufacturing employment would have shown a decrease. However, it is impossible to determine how many of those jobs, if any, would have been absorbed elsewhere in Ulster County, and how many outside of the County. Obviously, IBM plays a predominant role in Ulster County manufacturing employment.

The same trend toward Kingston's decreasing predominance is also exhibited in retail trade employment, but to a much lesser degree. Retail employment in Kingston grew slightly, 4.9%, between 1948-1958, but not nearly as much as it did in the County, 19.5%. During this period, Kingston's proportion of Ulster County retail employment dropped from 55.7% to 48.9%. This is explained almost completely by the new retail centers that have grown up in the past decade, in suburban areas, where none existed previously, while there has been little new development in the City.

Wholesale trade employment has exhibited a somewhat different variation of the same pattern. It dropped considerably in Kingston (22.5%) in the

*This section deals only with Manufacturing, Retail Trade, Wholesale Trade, and Selected Services, and does not include other employment categories.

1948-1958 period, while remaining exactly the same in the County. As a result, Kingston's proportion of total County employment has dropped from 70.9% to 55.0%. Kingston is still the predominant wholesale center in the County, but it's strength is declining. Interestingly, Kingston's decline is being offset by an exactly equivalent gain in the County.

Although there has been increased employment in Selected Services between 1948-1958 in Kingston (13.6%), it has been far greater for the County as a whole (72.9%). A large part of the County employment in this group is in the Hotel category, which has increased considerably in the past decade. As a result of the County's larger gain, Kingston's proportion of total County employment has declined from 43.7% to 28.5%. However, Kingston's growth is still substantial, especially in light of the largely seasonal nature of much of the County's new employment.

It is evident from the preceding data that in the face of rapid development in the remainder of the County, Kingston cannot hope to maintain its proportion of total County employment. However, the absolute decreases in two of the four groups is indicative of the fact that Kingston is not only losing proportionally, but also that its focus as the region's employment center is shifting and being diffused within the County and region. This is further illustrated by the fact that, for the total of the four groups outlined above, Kingston's proportion of total County employment dropped from 55.7% to 34.0% between 1948-1958.

Labor Force. As Kingston's proportion of Ulster County population and employment declined, so did its proportion of County labor force. In 1950 Kingston's labor force was 12,724, or 33.8% of the County total of 37,670. Comparable figures are not available for 1960. However, in 1950, the County labor force was 40.1% of its total population, and the City's labor force 44.2% of its population. Assuming that these general percentage relationships still exist in 1960, if they are applied to the 1960 populations, the City labor force would be 12,933 and the County's 47,640. So computed, the City's proportion of the County labor force would have dropped to 27.1%. However, the most dominant factor in the Ulster County labor force is that of out-of-County employment. Judging by available data, it is possible that as much as 50% of the County labor force is employed elsewhere. Undoubtedly, this pattern is much less applicable to Kingston.

B. RETAIL TRADE

Retail trade is an important component of the Kingston economy, especially in view of the City's position as a regional trade center. In 1958, Kingston had 509 retail establishments, employing a total of 2,255 workers. Retail sales for that year amounted to \$64,223,000, according to the U.S. Census of Retail Trade.

1. Retail Sales Trends. Since 1948, retail sales in Kingston have risen at a fairly constant rate. The increase during the period 1948-1954 was 25.6% in current dollars, or 16.0% in constant 1948 dollars, while

during 1954-1958 the increase was 21.4% in current dollars, or 15.0% in 1948 dollars. These increases were somewhat less than those for Ulster County during the same periods, which, in constant 1948 dollars, were 17.1% and 22.1%, respectively. Thus the rate of increase in Ulster County is growing, while in Kingston it is quite stable, as a result partly of the development of suburban shopping centers to serve the large population growth in Ulster County, outside of Kingston, during the past ten years, and partly of sales lost to centers outside the County. Consequently, Kingston's share of total County sales has decreased slightly, dropping from 48.1% in 1948, to 47.9% in 1954, and, to 45.1% in 1958 (see Table VIII-4). However, it can be stated that Kingston is more than holding its own as the County (although not necessarily regional) center, when it is noted that this slight decrease in the share of County sales occurred in a period when Kingston's share of Ulster County population decreased to a much greater extent.

2. Comparative Strengths and Weaknesses of Retail Sales Categories. A comparison of retail sales by category for Kingston, Ulster County, and New York State for 1958 is quite useful in establishing Kingston's general relationship to the region (see Table VIII-7). This can be done by comparing the proportions of total sales devoted to each category. Assuming the state proportion to be the average, differences in City or County figures indicate relative strength or weakness in particular categories.

Shopping Goods (consisting of general merchandise, apparel and accessories, and furniture and appliances) are the prime attraction of a regional shopping center and thus their sales are the yardstick against which the success of such a center is measured. The nature of these sales, which involve relatively high expenditures, induce the shopper to travel some distance in order to make comparisons. Shopping goods sales have comprised a decreasing portion of total sales since 1948, dropping from 26.1% to 22.1% in 1958 (see Table VIII-5). These proportions are somewhat higher than those for Ulster County, due to Kingston's position as the County shopping center. However, in 1958, the proportion of shopping goods sales for New York State as a whole was 25.6% of the total sales. This would appear to indicate that Kingston's sales pattern is not consistent with that of a major regional center, which would necessarily have a higher than average portion of shopping goods sales. By way of comparison, the comparable percentage for Newburgh was 28.9, for Poughkeepsie 30.1, and for White Plains 48.5.

Furthermore, three proposed sub-regional shopping centers in the immediate Kingston area threaten to capture potential shopping goods sales from Kingston retail facilities. This trend is likely to continue unless new facilities are introduced within the City to take advantage of the increased market for shopping goods items resulting from population growth in Ulster County. The possibility for expansion of Kingston's retail facilities is explored further in Chapter XI, Business Area Plans.

Weakness in both City and County is apparent in Apparel, and Furniture and Appliance sales. The proportion of State sales in the Apparel category, was 9.5% of the total, the City 7.5%, and the County only 4.7% (see Table VIII-7). Thus, although Kingston is a center for the County in apparel sales, it is evident that both the City and County are generally weak in comparison to other areas. Apparently, other areas, which offer a larger selection of goods, attract customers from both Kingston and the County. The same situation is apparent in the Furniture and Appliance category. The 1958 figures indicate that the State proportion of total sales was 5.4% compared to 4.3% for Kingston and 3.6% for the County. Thus, facilities in Kingston, as well as the County, seem to lack the necessary "drawing power" to attract customers who desire to "shop around" for the major purchases associated with these two categories. A joint survey, made in 1958 by the Kingston Chamber of Commerce and the New York State Department of Commerce, cited "wider variety" and "lower prices" as the two principal reasons why local residents shop outside Kingston.

In the General Merchandise group, in 1958, Kingston's proportion of sales was close to the State-wide average (10.4% compared to 10.7%). However, the County's proportion was considerably less, only 6.9%. This again illustrates that, although Kingston is moderately strong many shoppers from the City and the rest of the County evidently go elsewhere for this type of goods. This is another indication that, as a regional center, Kingston does not have the strength to draw customers for major shopping goods.

Convenience Goods (including Food, Eating and Drinking Places, Gas Stations, and Drug and Proprietary Stores) comprised the largest portion of Kingston's retail sales in 1958, 39.0%. As these sales are oriented towards the needs of every day life, they are not usually made on the basis of comparison shopping, but rather on the accessibility of stores. As might be expected, these sales comprised a larger proportion of the total in Ulster County (45.5% in 1958) than in Kingston, due to the limited number of shopping goods facilities outside the City.

The retail sales category which experienced the greatest increase in Kingston between 1954-1958 was Food Stores, which grew 46.0% following an 0.9% decrease between 1948-1954 (see Table VIII-6). It was one of only two only category which exceeded the 21.4% increase for total retail sales. This category is responsible for over one-quarter of all retail sales in the City and well over one-half of all those in the convenience group, a pattern which is also present in the case of Ulster County sales.

In 1958, compared with the State as a whole, gas station sales represented a greater proportion of sales in the County (7.0% compared to 4.5%) but a smaller proportion in Kingston (only 3.7%). This is a result of the many gas stations which have developed in rural and suburban areas along the County's major highways.

The proportion of Eating and Drinking Places sales to total sales in Kingston in 1958 was 6.0% which was considerably lower than the State

proportion of 10.6%, although the County proportion of 9.4% was fairly close to the State-wide average. These sales actually decreased in the City between 1954-1958 as did Drug Sales, which are generally in the same proportion for City, County and State.

Other Goods (including Automotive Sales, Lumber, Building Materials, and Hardware, Other Retail, and Non-Store Retail) comprised a somewhat higher portion of total sales in both Kingston and Ulster County than they do in the State.

While they comprised 11.5% of State sales, automotive sales were 13.4% of Ulster County sales and 16.3% of Kingston's in 1958. Thus, although Ulster County as a whole is relatively strong in automotive sales, Kingston is even stronger in relation to the County. Since 1948, these sales have increased quite substantially, especially in the County.

Kingston and Ulster County differ from the State considerably in the Lumber, Building Materials and Hardware category. Sales in 1958 in this category totaled 4.3% of the State's retail sales, but they comprised 10.5% of Kingston's sales and 11.0% of Ulster County's. This seems to indicate that building activity in Ulster County as a whole is strong, a trend which is reflected by Kingston's increased sales from the rest of the County. Surprisingly, between 1954-1958, there was only an 8.3% increase of Kingston's sales in this category, compared to a tremendous gain of 156.8% between 1948-1954. This indicates an apparent levelling in the construction rate after the post-war building boom which caused this category to gain so much importance with respect to total sales.

3. Total and Per Capital Retail Sales - Kingston and Selected Areas. Kingston, Poughkeepsie, and Newburgh, all neighboring Hudson Valley communities, of similar size and character, are the trade centers for their surrounding regions. All three have quite stable populations (decreasing slightly in the case of Poughkeepsie and Newburgh), while their hinterlands have had a rapid population growth since World War II. In light of their similarities, it can be helpful to examine and compare the retail sales trends of each community.

Total Retail Sales. Since 1948, while both Poughkeepsie and Newburgh have had considerably greater retail sales than Kingston, Kingston's sales have been increasing at a more rapid pace (see Table VIII-8). It is also interesting to note that of the three, only Kingston, with 52.4%, has exceeded New York State's 44.6% increase in retail sales between 1948-1958. Another significant fact is that, while sales in both Poughkeepsie and Newburgh had comparatively high increases (35.4% and 39.5%, respectively) between 1948-1954, their rate of increase dropped to a very low 3.6% and 3.1% respectively, between 1948-1958. These rates actually represent decreases in terms of constant dollars. Contrastingly, Kingston's rate of increase was 25.5% between 1948-1954 and 21.4% between 1954-1958. The preceding seems to indicate that while both Poughkeepsie and Newburgh may have reached a saturation or perhaps a temporary leveling-off point in the retail trade

market, Kingston is still absorbing an increasing amount of retail trade from its surrounding trade area.

Per Capita Retail Sales. Absolute per capita gains in Retail Sales were quite similar for all three cities between 1948-1958. However, while Kingston's per capita sales were slightly less in 1948, its percentage gain has been somewhat higher than that for Poughkeepsie or Newburgh (50.3% as opposed to 47.6% and 44.9%). The significance of this growth, however, lies in its sequence. While over 75% of the gains for both Poughkeepsie and Newburgh took place between 1948-1954, more than 50% of Kingston's gain occurred between 1954-1958. This is especially noteworthy in light of the fact that, if total sales remained constant decreasing population alone would serve to raise per capita sales in both Poughkeepsie and Newburgh. The preceding further reaffirms the impression that Poughkeepsie and Newburgh may have reached a peak or plateau in retail trade, while Kingston is still expanding.

4. Location of Business Areas.* Kingston has four Business Areas of which one, the Uptown Business Area, is a regional retail trade center for Ulster County. Over 85% of Kingston's retail floor space devoted to "shopping goods" sales is located in this area, in the northern part of the City on the site of the original Wiltwyck stockade. It is this concentration which attracts shoppers from all over the County. Two secondary shopping areas are located along Broadway and Albany Avenue. Although predominantly locally oriented, each has a wider range of influence than might be expected, due to its location along a major regional highway. A fourth Business Area, Rondout or Downtown, is situated in the Rondout General Neighborhood Renewal Plan Area and is scheduled for complete redevelopment as a new neighborhood shopping center.

5. Retail Trade Area. This section includes the findings of the "Marketability and Land Utilization Study" for the Rondout General Neighborhood Renewal Plan Area, prepared by Larry Smith and Company, Real Estate Consultants, and Raymond and May Associates.

Geographical Extent of the Retail Trade Area. "The trade area delineated herein, may be defined as that geographical area from within which the Uptown Business Area is judged to achieve between 85% and 90% of its total retail volumes. Its extent is limited by various factors including distance and driving time, the location of competitive facilities, the orientation of existing road patterns, and the existence of natural barriers such as the Hudson River which, even though bridged, continue to act as a psychological barrier to the achievement of measurable sales volumes from population concentrations lying to the east.

*See Chapter XI, Business Area Plans, for a more complete discussion of each Business Area.

"Based upon the factors indicated above and upon a customer location survey* conducted by Larry Smith and Company, the existing trade area being served by Uptown Business Area retail facilities has been delineated as follows: that area west of the Hudson River lying between the Town of Highland to the south, the Village of Ellenville on the southwest, the Ulster County limits to the north and the Town of Shandaken to the north-west, as pictured on the map entitled 'Kingston Regional Setting'".**

Income Levels of Trade Area Population. The "Marketability and Land Utilization Study" established per capita incomes for the Kingston Area are as follows:

City of Kingston	\$2,110
Ulster County	\$1,970
Ulster County, less Kingston	\$1,740

It is apparent that incomes of Kingston residents are significantly higher than those of other County residents. This has several implications on the City's retail sales. The sale of "convenience goods", which are purchased by residents within a limited radius of sales facilities, will be determined by incomes in the City. Therefore per capita expenditure on these items will tend to be somewhat greater than that in the remainder of the County. On the other hand, "shopping goods" sales are dependent on a much larger trade area, as defined previously. As a result, expenditures will be determined by County income levels.

6. Future Regional Trade Area Population. The regional trade area population for the Uptown Business Area has been projected to 124,200 for 1975, as opposed to the present 100,360. This projection was made by Raymond and May Associates and Larry Smith and Company in the "Marketability and Land Utilization Study" for the Rondout Urban Area, prepared in April, 1961, and is based on past and present regional growth patterns. Some compensations were made for the population shifts caused by the introduction of the new IBM plant in 1955, but this projection was not based on any possible future implementation of a Comprehensive Development Plan for the City of Kingston. Thus, although the total projection was as accurate as could be made prior to the actual adoption of such a Comprehensive Development Plan, the distribution within the trade area depends, in large measure, on the extent of Kingston's future growth.

The original projection forecast almost all the population growth in the suburban parts of the regional trade area and virtually none in the City,

*Results of the location survey indicate that between 85% and 90% of the customers checked were residents of the defined trade area.

**Marketability and Land Utilization Study, Rondout Urban Area; Raymond and May Associates, Larry Smith and Company, April 1961.

due to its very limited growth in the past two or three decades. However, if, due to the effects of the adoption and implementation of the Comprehensive Development Plan, new development is prompted within the City, more of the population increase may occur in Kingston, at the expense of the surrounding region. The Development Plan provides for an ultimate potential population of 45,000, or an increase of 15,000 over Kingston's present population. This new population growth will be most pronounced if recommendations as to the introduction of garden apartment development are implemented.

Although the population distribution within the trade area will have a limited effect on "shopping goods" sales, which depend on the entire area for their volume, it does influence "convenience goods" sales, which are more local in origin.

7. Potential Retail Sales and Floor Space

Shopping Goods. The Uptown Business Area provides Kingston's principal attraction as a regional shopping center, and, as such, is dependent on "shopping goods" sales to maintain or improve its "drawing power". Therefore, projections of potential retail sales and floor space in the Uptown Area have been confined only to this group, which includes the General Merchandise Group (department stores, variety stores, etc.), Furniture and Appliance Dealers, and Apparel and Accessories Stores. However, the introduction of other types of facilities, such as those merchandising "convenience goods" or "other goods", should also be encouraged in conjunction with the development of "shopping goods" facilities. These too will benefit Uptown by serving the diversified needs of shoppers.

The previously cited "Marketability and Land Utilization Study" indicated a potential for approximately 80,000 square feet of additional department store space in the City, which most logically should be located in the Uptown Area. This and the following potentials for each category were derived by the following method:

- a. Per capita expenditures by trade area residents were determined from various census data.
- b. This figure was then multiplied by the predicted trade area population for 1975 to determine total expenditures by trade area residents.
- c. It was then assumed that 75% of this total expenditure is the maximum that could logically be captured by the Uptown Area. This is so, as, no matter how strong a single retail center, it can never hope to attain all expenditures made by trade area residents.

d. This resulting figure was then reduced by existing sales (Less 10% for sales made in facilities other than in the Uptown Area) to provide the additional potential sales in the Uptown Area.

e. Finally, these additional potential sales were divided by the probable average dollar volumes per square foot necessary to support new retail facilities of each type in Kingston (based on the experience of real estate consultants). The resulting figure represents the additional potential floor space that the Uptown Area can accommodate by 1975.

Based on this method, it has been estimated that the Uptown Business Area could support an additional 15,000 square feet of variety store space, 62,000 of apparel and accessories stores, and 90,000 of furniture and appliance stores by 1975. When combined with the prior figure of 80,000 (the actual figure is 83,000) square feet of department store space, this represents a potential for 250,000 square feet of additional floor space for "shopping goods" sales (see Table VIII-9). Existing floor space is 374,000 square feet.

Using this same method for the 1960 population it was determined that there is presently an untapped potential for 144,000 square feet of floor space in these same groups, of which 50,000 represents department store potential.

If a recent proposal to develop a shopping center across the railroad from the Uptown Area and adjacent to Federal Route 587 is implemented, a large part of the future potential will be utilized. Present plans call for a center of 150,000 square feet, or approximately the same amount as the present untapped potential, thereby leaving an additional potential of 100,000 square feet.

Although the Uptown Area contains the vast majority of the City's "shopping goods" facilities, it was mentioned previously that approximately 10% of Kingston's sales in this group are made elsewhere in the City. If this relationship continues, by 1975 there will be a potential for 28,000 square feet of floor space devoted to "shopping goods" sales in other areas of the City.

Non-shopping Goods. As was demonstrated previously, the trade area for "shopping goods" is substantially larger than that for "convenience" or "other" goods. The trade area for these latter goods is generally limited to Kingston and the adjacent Towns of Ulster and Esopus. As a result, potential sales in these categories are dependent to a great extent on population change within the City. For purposes of establishing these potential demands, population projections have been based on partial realization of the Comprehensive Development Plan proposals, rather than on a continuation of the City's present limited growth rate. If 50% of potential City population is attained (or an increase of 7,500), the continuing growth of the two surrounding Towns at the rate of the past ten years (less 50% due to IBM induced growth) thus makes reasonable

an estimate of 55,000 persons within the trade area for non-"shopping-goods" sales by 1975, as opposed to the present 44,305.

In 1958, \$36,569,000 were spent in Kingston in the five categories of Food Stores, Eating and Drinking Places, Lumber and Hardware Establishments, Drug Stores, and Other Retail facilities. It is assumed that 85%, or \$700 per capita, of these sales were made to persons within the above defined trade area, and 15%, or \$100 per capita, to residents in the remainder of the Uptown Business Area trade area. This latter 15% is due mostly to the incidental shopping that takes place in Kingston in conjunction with trips for major shopping items. The categories of gas stations and automotive sales have not been included in this section due to the inherent difficulties in both the definition of their trade area and the estimation of space devoted to retail sales.

The additional population in the immediate trade area, if the per capita expenditure pattern for these items is maintained, would induce, by 1975, an additional expenditure of \$7,486,500. The increased population in the remainder of the Uptown Area trade area (with allowance made for the change in population distribution inherent in the use of the Comprehensive Development Plan population potential for Kingston) would induce an additional expenditure of \$1,314,500. Thus, by 1975, Kingston would have a potential for \$8,801,000 of additional sales in the above categories.

If it is assumed that 25% of this additional potential will be lost to new facilities built elsewhere, a potential for \$6,600,750 still remains. It has been the general experience that an average volume of \$75 per square foot is necessary to support new facilities of the types mentioned. Using this as a guide, it is estimated that a potential for an additional 88,000 square feet of retail space devoted to non-shopping goods will develop by 1975. This figure includes possible additions to the Uptown Business Area, as well as other locations in the City. However, it does not include the 59,000 square feet recommended for development in the Rondout Area by the "Marketability and Land Utilization Study". This recommendation represents the replacement of existing facilities and is based on a static trade area population.

Totals. Total additional floor space potential for the City is as follows:

<u>Category</u>	<u>Square Feet</u>
Shopping Goods	
Uptown Area	250,000*
Other	28,000
Non-Shopping Goods	88,000
Total	<u>366,000</u>

*Less new shopping center = 100,000 and a total of 216,000.

C. SELECTED SERVICES AND WHOLESALE TRADE

The various selected services* offered by a city augment the retail market's drawing power, and their availability therefore enhances the desirability of a retail center. In 1958, there were 235 service establishments in Kingston, employing 626 persons, and having total receipts of \$5,903,000. These receipts represent an increase of 28.4% over 1954 and 75.7% over 1948. However, when reduced to constant 1948 dollars, these gains are 21.6% and 53.9% respectively (see Table VIII-10). These increases were considerably higher than the corresponding ones for retail trade, which were 15.0% and 33.4% respectively, in 1948 dollars. However, their relative importance is illustrated by the fact that retail sales were over seven times as great as service receipts during this period.

Kingston's receipts represented only 25.0% of Ulster County receipts for selected services, in 1958. However, \$13,308,000, or 56.4%, of the total County receipts of \$23,616,000 were accounted for by the Hotels, Motels, Tourist Courts, and Camps group. If this group is subtracted from both Kingston and County Receipts, Kingston's proportion of the total increases to 47.7%. This is comparable to the 45.1% proportion Kingston consumes of County retail sales, and therefore presents a more logical relationship to the County.

Wholesale trade is another business activity which broadens the economic base of a community. In 1958, there were 75 establishments employing 566 people in Kingston. Total wholesale sales were \$33,222,000 (see Table VIII-11), or 51.9% as large as total retail sales. However, in 1954, wholesale sales had been \$42,509,000 and at that time were 80.3% as great as total retail sales. Thus, while retailing increased, wholesaling decreased significantly. This drop in wholesale sales of 21.6% from 1954-1958 came after a 13.2% rise from 1948-1954. For the entire period of 1948-1958, wholesale sales actually dropped 11.5%, or 22.3% in terms of constant 1948 dollars.

Wholesaling is commonly broken down into two broad categories, Merchant Wholesalers and Other Wholesalers. Merchant Wholesalers include distributors, jobbers, drop shippers, service wholesalers, industrial goods distributors and exporters and importers. In general, they buy and store the merchandise they sell. By far the largest proportion of Kingston's wholesaling is devoted to this category. In 1958 it comprised 82.7% of all wholesale sales, and 65 of the 75 wholesale establishments.

A commonly used index of wholesale activity, is the ratio of merchant wholesale sales to total retail sales multiplied by 100. A relatively high

*Selected services as covered by the U.S. Census of Business includes personal services, auto repair, business services, miscellaneous repair, amusement and recreation services, and hotels, motels, etc.

ratio indicates a wholesale center, supplying retailers and industrial firms for an area wider than the local community. In 1954, the ratio for Kingston was 66 as compared to only 36 for Poughkeepsie, 40 for Newburgh and 40 for Ulster County. However, in 1958, this strong element of Kingston's economy weakened substantially, and the wholesale ratio decreased to 43. Elsewhere, Poughkeepsie remained fairly constant with 35, Newburgh grew to 49, while Ulster County decreased to 35.

The Other Wholesalers group combines four general classes: manufacturers' sales branches and offices located apart from the plant or central administration office and not selling primarily at retail; petroleum bulk plants and terminals, whether owned by a refiner or by an independent; merchandise agents and brokers who negotiate sales or purchases of merchandise owned by others without taking title; and assemblers of farm products who buy from local farmers for resale, in large lots, at central markets. This category represented only 17.3% of all wholesaling in 1958, and has decreased steadily since 1948. Total sales from the 10 establishments totaled \$5,047,000, in 1958.

The foregoing seems to indicate that Kingston is experiencing a change in the orientation of its economy. Wholesaling, while still important, has decreased both absolutely and proportionally to retailing. Retail sales are increasing, but have not quite absorbed the decline in wholesaling, as indicated by the fact that, in terms of 1948 dollars, in 1954, the combined total of retail and wholesale sales was \$89,242,000 as compared to \$85,420,000 in 1958. Although the ratio of merchant wholesaling to retail sales for the County decreased, all of it must be attributed to the decline in Kingston, for, exclusive of Kingston, the ratio grew from 16 to 29.

D. MANUFACTURING

The entire Mid-Hudson area has a history of industrial activity in which Kingston has played an important part. In recent years, however, Kingston has suffered in comparison to the more undeveloped areas of the region, as new industry, such as IBM, has seen fit to locate on the large vacant sites outside of the older, established cities. Consequently, no manufacturing firms of any size have moved to Kingston in recent years, and total manufacturing employment in the City has declined. Although Kingston has a diversified economic base, the importance of a strong manufacturing element cannot be minimized. It is, therefore, in the best interests of the City to maintain existing industry, while also encouraging the location of new firms.

The predominant trend of former years, towards the production of non-durable goods such as bricks, cement, and barges, has been somewhat supplanted by that of soft-goods production. Although brick and cement production show renewed vigor, apparel manufacturing and knit goods establishments now comprise a substantial portion of the City's industrial community.

In 1954,* there were 95 industrial establishments in Kingston employing 3,987 workers. The "value added by manufacture" of these establishments was \$17,072,000. This "value added" represents a 25.8% increase over the 1947 figure, although there was a drop in total number of employees of 138. Although the gain in "value added" seems to be substantial, when a comparison is made with other areas, Kingston does not fare as well, either in absolute or percentage growth (see Table VIII-12). The Mid-Hudson area as a whole showed an 81.1% increase in "value added", while Ulster County grew by 46.0%. These gains can be attributed somewhat to the preference of new industry to locate outside of cities, a trend illustrated by the fact that, of 43 additional establishments in Ulster County between 1947-1954, only 7 located in Kingston. However, in Poughkeepsie and Newburgh the corresponding growth rates were 139.0% and 53.9% respectively. A large part of the exceptional rate in Poughkeepsie represents the expansion of the IBM plant there, but Newburgh has had no such large, single new addition. Kingston attracted no new industrial establishments of any size during this period, and the new "value added" was the result of increased productivity per worker, as the drop in total employees indicates.

Although 1958 Census data on manufacturing is not available for cities, preliminary figures have been published for counties. These show that, although "value added by manufacture" for the entire Mid-Hudson area increased by only 9.7% between 1954-1958, Ulster County grew by 47.8%. The new IBM plant established in the Town of Ulster in 1955 undoubtedly is responsible for most of this increase.

A method by which the relative importance of industry to the economic life of a community can be measured is to establish a ratio between "value added by manufacture" and retail sales, and then multiply by 100. The resulting index can be compared with that for other communities to determine comparative degrees of industrialization. In 1954, Kingston had an index of 32. This was lower than that for any previously mentioned area (see Table VIII-12), as well as the only one which did not increase over 1947.

A comparatively low index could indicate that a city is exceptionally strong in retail trade, exceptionally weak in industry, or a combination of both. In the case of Kingston, in 1954 it was weak in industry when compared to Newburgh (58) and Poughkeepsie (144). However, the City's low index compared to that of the Mid-Hudson Area (51) and Ulster County (42) is probably due to the combination of industrial strength and retail trade weakness present in these other areas. Thus it can be observed that industry is of relatively less importance as a component of Kingston's economic base than it is for either the rest of the area, or the State (78) as a whole. Furthermore, while industry was expanding in relative importance in the other areas, its relationship remained the same in Kingston.

*The 1958 Census of Manufacture is not yet available.

The great effect the new IBM plant has had on Ulster County is evidenced by the increase of its industrial index from 42 to 62 between 1954-1958. During this same period the index of both the Mid-Hudson Area and New York State decreased slightly. Data for cities is not yet available.

TABLE VIII-1
EMPLOYMENT BY INDUSTRY GROUP - KINGSTON RESIDENTS

City of Kingston, New York

	1950		1940	
	Number	% of Total	Number	% of Total
Total Population	28,817		28,589	
Employed	12,079	100.0	10,224	100.0
<u>Agriculture, Forestry, and Fishery</u>	98	0.8	105	1.0
<u>Mining</u>	20	0.2	22	0.2
<u>Construction</u>	764	6.3	552	5.3
<u>Manufacturing</u>	3,901	32.3	3,028	29.6
Furniture, Lumber and Wood	179	1.5	84	0.8
Primary metal	26	0.2	44	0.4
Fabricated Metal	19	0.2	6	--
Machinery	263	2.2	134	1.3
Electric Machinery and Equipment	24	0.2		
Motor Vehicles and Equipment	23	0.2	10	0.1
Transportation Equipment	175	1.4	89	0.9
Other Durable Goods	292	2.4	449	4.4
Food and Kindred Products	267	2.2	303	3.0
Textile Mill	327	2.7	195	1.9
Apparel and Other Fabric Textile	1,694	14.0	1,332	13.0
Printing, Publishing and Allied	133	1.1	106	1.0
Chemicals	350	2.9	238	2.3
Other Non-durable	94	0.8	38	0.4
Not Specified Manufacturing Industry	35	0.3	--	--
<u>Transportation, Communication and</u>				
<u>Other Public Utilities</u>	1,311	10.9	1,074	10.5
<u>Wholesale Trade</u>	475	3.9	412	4.0
<u>Retail Trade</u>	2,077	17.2	1,829	17.9
<u>Finance, Insurance, Real Estate</u>	325	2.7	266	2.6
<u>Business and Repair Services</u>	322	2.7	206	2.0
<u>Personal Services</u>	788	6.5	975	9.5
<u>Entertainment and Recreation Services</u>	105	0.9	77	0.8
<u>Professional and Related Services</u>	1,214	10.1	1,064	10.5
<u>Public Administration</u>	477	3.9	402	3.9
Not Reported	202	1.7	212	2.1

Source: U. S. Census of Population 1940-1950.

TABLE VIII-2
EMPLOYMENT STATUS - KINGSTON RESIDENTS

City of Kingston, New York

	1950		1940	
	Number	% of Total	Number	% of Total
Total Population	28,817		28,589	
Labor Force	12,235		12,274	
Employed	12,079	100.0	10,224*	100.0
Private Wage and Salary Workers	9,405	78.9	8,575	83.9
Government Workers	1,064	8.8		
Self Employed Workers	1,552	12.8	1,505	14.7
Unpaid Family Workers	58	0.5	52	0.5
Major Occupation Group				
Employed	12,079	100.0	10,224	100.0
Professional, Technical & Kindred	1,163	9.6	1,045	10.2
Farmers and Farm Managers	20	0.2	21	0.2
Managers, Officials, Proprietors exclusive of Farms	1,214	10.1	1,290	12.6
Clerical and Kindred	1,398	11.6		
Sales	995	8.2	1,824	17.8
Craftsman, Foreman and Kindred	1,659	13.7	1,270	12.4
Operatives and Kindred	3,461	28.7	2,857	27.9
Private Household	252	2.1	386	3.8
Service Workers, Except Private Household	973	8.1	875	8.6
Farm Laborers, Unpaid Family Workers	2	--	2	--
Farm Laborers, Except Unpaid and Farm Foremen	57	0.5	45	0.5
Laborers, Except Farm and Mine	695	5.8	489	4.8
Occupation not Reported	190	1.6	120	1.2

*Figures do not add up to employed total due to 92 workers on public emergency work not included.

Source: U.S. Census of Population, 1940-1950.

TABLE VIII-3

MAJOR GROUP EMPLOYMENT - 1948, 1954, 1958

City of Kingston and Ulster County, New York

	Employees		Change			
	1948	1954	1948-1954		1954-1958	
			Number	%	Number	%
Retail Trade						
Kingston	2,150	1,932	-218	-10.1	323	16.7
Ulster County	3,860	3,662	-198	-5.1	950	25.9
Kingston - % of Ulster County	55.7	52.8	--	--	--	--
Wholesale Trade						
Kingston	730	670	-60	8.2	-104	15.1
Ulster County	1,030	1,029	-1	--	1	--
Kingston - % of Ulster County	70.9	65.1	--	--	--	--
Manufacturing						
Kingston	4,125*	3,987	-138	-3.3	-487	12.2
Ulster County	7,412*	9,185	1,773	23.9	3,594	39.1
Kingston, % of Ulster County	55.7	43.4	--	--	--	--
Selected Services						
Kingston	556	549	-7	-1.3	77	14.0
Ulster County	1,271	1,300	29	2.3	898	69.1
Kingston, % of Ulster County	43.7	42.2	--	--	--	--

*1947 figures.

**Estimate based on New York State Department of Commerce unofficial estimate and preliminary figure for 1958 Census of Manufactures.

***Preliminary figures, 1958 Census of Manufactures.

Source: U.S. Census of Manufactures, Retail Trade, Wholesale Trade, and Selected Services.

TABLE VIII-4

RETAIL SALES TRENDS

City of Kingston and Ulster County, New York

	Sales in (\$000)			% Change		
	1948	1954	1958	1948-54	1954-58	1948-58
<u>KINGSTON</u>						
Current Dollars	42,150*	52,912	64,223	25.6	21.4	52.4
1948 Dollars	42,150*	48,907	56,237	16.0	15.0	33.4
<u>Ulster County</u>						
Current Dollars	87,140*	110,426	142,290	26.7	28.9	63.3
1948 Dollars	87,140*	102,067	124,597	17.1	22.1	43.0
Retail Price Index**	192.7	208.5	220.1			
Kingston % of Ulster County Sales	48.1	47.9	45.1			

*Revised figure due to change in Census Definition.

**U. S. Department of Commerce retail price index, 1935-1939 = 100.

Source: U. S. Census of Retail Trade.

TABLE VIII-5

RETAIL SALES BY MAJOR GROUP

City of Kingston and Ulster County, New York

	1948*		1954		1958		% of Sales Change		
	Sales (\$000)	% of Total	Sales (\$000)	% of Total	Sales (\$000)	% of Total	1948-54	1954-58	1948-58
CITY OF KINGSTON									
Convenience Goods	17,184	40.0	19,447	36.8	25,046	39.0	13.2	28.8	45.8
Shopping Goods	11,234	26.1	12,352	23.3	14,239	22.1	10.0	15.2	26.7
Other Goods	14,595	33.9	21,113	39.9	24,938	38.8	44.7	18.1	70.9
Totals	43,013	100.0	52,912	100.0	64,223	99.9**	25.6	21.4	49.3
ULSTER COUNTY									
Convenience Goods	41,484	46.7	45,726	41.4	64,676	45.5	10.2	41.4	55.9
Shopping Goods	15,338	17.3	17,962	16.3	21,601	15.2	17.1	20.3	40.8
Other Goods	32,073	36.1	46,738	42.3	56,013	39.4	45.7	19.8	74.6
Totals	88,895	100.1**	110,426	100.0	142,290	100.1**	24.2	28.9	60.0

*Not directly comparable to 1954 or 1958 figures but, for purposes of this analysis the unadjusted figure is sufficient.

**Totals do not add up to 100.0% due to rounding of figures.

NOTE: Convenience Goods include - Food Stores, Eating and Drinking Places, Gas Stations and Drug and Proprietary Stores.

Shopping Goods include - General Merchandise; Apparel and Accessories; and Furniture, Home Furnishings and Appliance Stores.

Other Goods include - Automotive Retailers, Lumber, Building Materials and Hardware Establishments, Other Retail, and Non-Store Retail.

Source: U. S. Census of Retail Trade.

TABLE VIII-6

RETAIL SALES BY CATEGORY - 1948, 1954, 1958

City of Kingston and Ulster County, New York

Category	KINGSTON				ULSTER COUNTY					
	Sales (\$000)			% Increase	Sales (\$000)			% Increase		
	1948	1954	1958		1948	1954	1958			
Food	12,016	11,907	17,384	-0.9	46.0.	26,673	27,183	37,543	1.9	38.1
Eating & Drinking Places	2,985	3,979	3,832	33.3	-3.7	8,304	9,177	13,427	10.5	46.3
General Merchandise	4,591	5,562	6,671	21.2	19.9	6,306	8,051	9,789	27.7	21.6
Apparel	3,865	4,302	4,843	11.3	12.6	4,843	5,524	6,659	14.1	20.5
Furniture and Appliances	2,778	2,488	2,725	10.4	9.5	4,189	4,387	5,153	4.7	17.5
Automotive	7,364	8,820	10,441	19.8	18.4	10,151	16,508	19,026	62.6	15.3
Gas Stations	1,249	2,070	2,358	65.7	13.9	4,665	6,425	10,016	37.7	55.9
Lumber, Building and Hardware	2,422	6,219	6,737	156.8	8.3	8,777	12,937	15,634	47.4	20.8
Drug, etc.	934	1,491	1,472	59.6	-1.3	1,842	2,941	3,690	59.7	25.5
Other Retail	4,809	5,561	7,144	15.6	28.5	13,145	16,172	19,525	23.0	14.5
Non-Store Retail	--	513	616	--	20.1	--	1,121	1,828	--	63.1
Totals	43,013 (42,150)*	52,912	64,223	25.6*	21.4	88,895 (87,140)**	110,426	142,290	24.2*	19.8

*Adjusted due to change in Census definition.

Source: U.S. Census of Retail Trade.

TABLE VIII-7

RETAIL SALES BY CATEGORY - 1958

City of Kingston, Ulster County, and New York State

Category	Number of Estab.	KINGSTON		ULSTER COUNTY		NEW YORK STATE	
		Sales (\$000)	% of Total	Sales (\$000)	% of Total	Kingston % of County Sales	Sales (\$000) Total % of Total
Food	116	17,384	27.1	37,543	26.4	46.3	5,512,507 26.5
Eating and Drinking Places	112	3,832	6.0	13,427	9.4	28.5	2,213,539 10.6
General Merchandise	17	6,671	10.4	9,789	6.9	68.1	2,222,032 10.7
Apparel	60	4,843	7.5	6,659	4.7	72.7	1,981,640 9.5
Furniture and Appliances	27	2,725	4.2	5,453	3.6	52.9	1,126,600 5.4
Automotive	25	10,441	16.3	19,026	13.4	54.9	2,385,639 11.5
Gas Stations	36	2,358	3.7	10,016	7.0	23.5	946,086 4.5
Lumber, Building and Hardware	16	6,737	10.5	15,634	11.0	43.1	902,852 4.3
Drug, etc.	10	1,472	2.3	3,690	2.6	39.9	600,271 2.9
Other Retail	74	7,144	11.1	19,525	13.7	36.6	2,322,511 11.2
Non-Store Retail	16	616	1.0	1,828	1.3	33.7	579,642 2.8
Totals	509	64,223	100.0	142,290	100.0	45.1	20,793,319 100.0

Source: U.S. Census of Retail Trade.

TABLE VIII-8

TOTAL AND PER CAPITA RETAIL SALES

Kingston and Selected Areas

	Kingston	Poughkeepsie	Newburgh	Ulster County	New York State
Total Sales (Dollars)					
1948*	42,150,000	65,390,000	51,059,000	87,140,000	14,380,574,000
1954	52,912,000	88,507,000	71,228,000	110,426,000	18,116,095,000
1958	64,223,000	91,683,000	72,709,000	142,290,000	20,793,319,000
Per Capita Sales ** (Dollars)					
1948	1,465	1,598	1,613	952	988
1954	1,826	2,216	2,257	1,071	1,160
1958	2,202	2,359	2,332	1,253	1,269
% Change in Total Sales					
1948-1954	25.5	35.4	39.5	26.7	26.0
1954-1958	21.4	3.6	2.1	28.9	14.8
1948-1958	52.4	40.2	42.4	63.3	44.6
Change in Per Capita Sales					
1948-1954					
Dollars	361	618	644	119	172
Percent	24.6	38.7	39.9	12.5	17.4
1954-1958					
Dollars	376	143	80	182	109
Percent	20.6	6.5	3.5	17.0	9.4
1948-1958					
Dollars	737	761	724	301	281
Percent	50.3	47.6	44.9	31.6	28.4

*Revised figures adjusted for comparison with 1954 figures.

**Based on linear interpolations of population from U.S. Census.

Source: U.S. Census of Retail Trade; U.S. Census of Population.

TABLE VIII-9
POTENTIAL RETAIL SALES AND FLOOR SPACE, 1975

Uptown Business Area, Kingston, New York

Category	Total Potential Sales	Existing Sales	Additional Potential Sales	Necessary Dollar Volume Per Sq. Ft.	Additional Potential Sq. Ft. of Floor Space
Department Store	\$ 8,383,500	\$ 4,212,900	\$ 4,170,600	50	83,412
Variety Store	2,328,750	1,791,000	537,750	35	15,364
Apparel and Accessories	7,452,000	4,358,700	3,093,300	50	61,866
Furniture and Appliance	5,589,000	2,452,500	3,136,500	35	89,614
Totals	\$23,753,250	\$12,815,100	\$10,938,150		250,256

TABLE VIII-10
SELECTED SERVICES

City of Kingston and Ulster County, New York

	Receipts (\$000)			Percent Change		
	1948	1954	1958	1948-54	1954-58	1948-58
<u>KINGSTON</u>						
Current Dollars	3,359	4,599	5,903	36.9	28.4	75.7
1948 Dollars	3,359	4,251	5,169	26.6	21.6	53.9
<u>ULSTER COUNTY</u>						
Current Dollars	14,160	17,006	23,616	20.1	38.9	67.8
1948 Dollars	14,160	15,719	20,680	11.0	31.6	46.0
Retail Price Index*	192.7	208.5	220.1			
Kingston % of Ulster County Receipts	23.7	27.0	25.0			

*U.S. Department of Commerce retail price index, 1935-1939 = 100.

Source: U.S. Census of Selected Services.

TABLE VIII-11

WHOLESALE TRADE

City of Kingston and Ulster County, New York

	Sales (\$000)			Percent Change		
	1948	1954	1958	1948-54	1954-58	1948-58
<u>KINGSTON</u>						
Totals	37,549	42,509	33,222	13.2	-21.6	-11.5
Merchant Wholesalers						
Current Dollars	29,010	34,832	27,559	20.1	-20.9	-5.0
1948 Dollars	29,010	32,696	24,136	13.6	-26.8	-16.8
Other Wholesalers						
Current Dollars	8,539	7,677	5,763	-10.1	-24.9	-32.5
1948 Dollars	8,539	7,266	5,047	-14.9	-30.5	-40.9
<u>ULSTER COUNTY</u>						
Totals	NA	66,433	73,110	--	10.1	--
Merchant Wholesalers						
Current Dollars	NA	43,945	50,175	--	14.2	--
1948 Dollars	NA	41,595	43,944	--	3.2	--
Other Wholesalers						
Current Dollars	NA	22,488	22,935	--	2.0	--
1948 Dollars	NA	21,285	20,087	--	-5.6	--
Wholesale Price Index	104.4	110.3	119.2			

NA = Not Available.

Source: U.S. Census of Wholesale Trade.

TABLE VIII-12
COMPARATIVE INDUSTRIAL GROWTH
City of Kingston and Selected Areas

	Value Added By Manufacture		1947-1954		1954-1958		Industrial Index	
	1947	1954	1958*	(\$000)	(\$000)	%	1947	1954 1958
KINGSTON	13,572	17,072	NA	3,500	25.8	--	32	32 NA
Newburgh	26,639	41,009	NA	14,370	53.9	--	52	58 NA
Poughkeepsie	53,342	127,466	NA	74,124	139.0	--	82	144 NA
Mid-Hudson Area	188,349	341,048	374,181	152,699	81.1	33,133	37	51 48
Ulster County	24,760	46,153	88,382	11,393	46.0	42,229	28	42 62
New York State	9,655,859	14,140,524	15,931,271	4,484,665	46.4	1,790,747	67	78 77

*Preliminary figures.

NA = Not Available.

Source: U.S. Census of Manufactures.

PART THREE

COMPREHENSIVE DEVELOPMENT PLAN

IX. LAND USE PLAN

A. PURPOSES AND PRINCIPLES

The chief aim of the Land Use Plan is to help produce a reasonably balanced community, with proper regard for convenience, esthetics and financial practicality. Thus, at the time the City reaches its ultimate development, it will continue to provide a good environment for family living and economic development, as well as a healthy economic foundation on which to base the financing of necessary public services and facilities.

The Land Use Plan attempts to determine the most desirable locations and standards for residential, commercial, industrial, recreational and public and quasi-public uses. It should never be considered an inflexible blueprint; rather, if adopted, it should be accepted as a general guide for the Planning Board, Common Council, and Zoning Board of Appeals in the establishment of future land development policies and in the processing of applications for deviations therefrom. Due to the firmly established character of a substantial portion of the City, the desirable direction of its ultimate growth can, in certain respects, be determined now with some finality. There are, however, several notable exceptions, which are discussed in detail in the following chapters of this report, namely:

1. The future role of the Business Areas;
2. The future of the large vacant tracts in the western and south-eastern sections of the City.
3. The future role of medium and high density multiple dwelling construction.

The Land Use Plan includes two basic components, specifically:

1. A plan for the use of lands which are subject to direct public action (such as streets, public buildings and public recreation areas); and
2. A plan for the future use of privately owned land.

With respect to the latter, the City can exercise only what might be termed "negative jurisdiction". The municipality can establish certain limits within which property owners are free to develop their property. The City cannot cause a certain kind of development to take place, except that, to the extent that public policy and action may encourage a certain kind of development, it can be responsible indirectly for a desired result. Positive public action with respect to the use of privately owned land is limited, therefore, to either the provision of services and facilities (such as streets, sewers, parks, playgrounds, etc.) or to the zoning of private land by given use classifications. By regulating the use of land in each such classification, the City can guide eventual development towards the objectives set forth in the Land Use Plan.

In some instances, the Land Use Plan development proposals are not practicable or desirable at this time, or in the very immediate future. Such areas are, therefore, proposed to be zoned first in accordance with their present and probable development in the immediate future and rezoned in accordance with the Land Use Plan at such time as conditions warrant.

B. BASIC ASSUMPTIONS AND GENERAL OBJECTIVES

Throughout the preparation of the Land Use Plan, we have assumed that future population growth will occur at a modest rate and that residential development will be closely related to topographic and soil conditions, as well as to the availability of required public facilities and services.

The Land Use Plan sets forth broad planning policy with respect to all future land uses. The Plan is illustrated by means of the Land Use Plan map, and described in this and other sections. It contains proposals for residential areas, streets, recreation areas, school sites, commercial and industrial areas and all other land uses. The Plan is based on the previously presented analysis of existing conditions, and projection of local and regional land use, population, transportation, and economic development trends. The objective of the Plan is to further and guide, rather than arrest, future growth.

The Plan envisions, and is calculated to properly provide space and public facilities for an ultimate City population of some 45,000 persons, or an increase of roughly 50% over the final 1960 U.S. Census population of 29,260. Traffic flow in and through the City is also expected to increase in the future in close relationship to both local and regional population growth, and automobile use.

All these factors provide the background for the following General Objectives of the Land Use Plan:

1. The City of Kingston should provide a safe, healthy, pleasant and convenient environment for all its residents and businesses both "near future" and when the level of "ultimate development" takes place. The criteria, on the basis of which the City's ability to achieve this objective will be judged, are as follows:
 - a. To enable people with different tastes, requirements and incomes to live in the City, there should be available a variety of housing (in respect to both lot size and homes versus apartments).
 - b. All dwellings should at least provide sufficient area, privacy, comfort and convenience to meet accepted standards for healthy family living.
 - c. Children growing up in Kingston should have the opportunity to continue living and working here after they grow up.

- d. While provision should be made for employment in commerce, industry and the professions, these uses should not be permitted to infringe upon or detract from the character of residential areas.
 - e. Plans for each neighborhood should provide for people of varying ages and backgrounds to assure that all, especially children, are exposed to some range of social contacts and experiences, and to avoid the disadvantages of one-class, one-age group neighborhoods.
 - f. Consistent with the numbers to be served, the widest possible range of educational and recreational facilities should be provided, and located so as to be easily accessible to all residents of their service areas.
 - g. Residential areas should be arranged so as to permit safe and pleasant pedestrian or bicycle circulation therein.
 - h. A major goal should be the prevention and reduction of traffic congestion through the provision of a coordinated system of streets to serve, separately, the needs of through and local traffic.
 - i. Schools, recreation facilities, churches, and other public and social institutions essential to healthy, balanced, residential growth should be promoted at such a rate as will prevent overcrowding.
 - j. The City should encourage and facilitate the development of its retail trade potential, so as to better serve the local and regional population. The four principal commercial areas should be encouraged and guided toward development consistent with their respective character. In other areas, development should be encouraged for non-retail commercial activities or neighborhood retail sales and service as warranted.
2. The most important natural resources in Kingston are land, air and water. At present, usable land and good water are available and the atmosphere is clean, but none of these assets is inexhaustible. Therefore:
- a. Water courses, and the atmosphere, should be kept clean and pollution abated where it now exists.
 - b. Excessive noise, odors, etc. should be abated.
 - c. Sources of potable water supply and the water table should be safeguarded.

- d. In some portions of the City, spacious planning of public facilities should allow sufficient land for future development beyond the period for which we can plan now, so that there will be room for the next generation which may have entirely different requirements from our own.
 - e. The need of land for public use should be anticipated, and such land secured, well in advance of actual need.
 - f. Encouragement should be given to the development of suitable sections of land bordering Rondout Creek and the Hudson River for public and private marinas, parks and beaches.
3. The City's Comprehensive Development Plan should contribute to a healthy economy for the City and to the efficient provision of public services. Therefore:
- a. There should be a stable, diversified tax base.
 - b. Measures should be taken to prevent the spread of slums and blight. All substandard areas should be redeveloped or rehabilitated as part of a definitive and continuous action program. Conservation of existing housing should be promoted wherever possible.
 - c. Property owners and businessmen should be enabled to make a fair return on their investment.
 - d. The City's financial resources should be carefully considered in planning for future improvements and services.
 - e. Consideration should be given, prior to the future development of all types of land uses, to their being served well, efficiently, and at reasonable cost by public facilities.
4. With a few notable exceptions, Kingston is an attractive community. This character is a financial asset and also contributes to pleasant living. Every effort should be made to preserve the attractiveness of the landscape, avoid monotony in future development, and save the many street trees and historic buildings which help give Kingston its character.

C. FUTURE RESIDENTIAL LAND USES

The proposed locations of the various land uses in the City are discussed in detail in Chapter XIII, Neighborhood Plans and Analysis, and illustrated on the Land Use Plan Map. All proposed uses relate to the Proposed Zoning Ordinance, which is submitted in conjunction with this report. The existing Ordinance was of no value for this purpose, as it is completely inadequate by modern standards. It permits a mixture of uses and intensity of development which are not consistent with good community growth patterns.

One Family Areas, as shown on the Land Use Plan, include Residential Zoning Districts RRR, RR, and R-1 of the Proposed Zoning Ordinance. At present, most of the areas proposed for this use are either in one family use or are vacant. The Plan envisions these areas as maintaining their present relatively low density. Maximum densities in these districts range from 3.5 to 8.7 dwelling units per net acre (exclusive of streets). The minimum requirements of the RRR District are: lot area, 12,500 square feet; frontage, 100 feet; front yard, 30 feet; side yard, 15 feet; and rear yard, 30 feet. The minimum requirements of the RR District are: lot area, 7,500 square feet; frontage, 75 feet; front yard, 25 feet; side yard, 6 feet; and rear yard, 30 feet. The minimum requirements of the R-1 District are: lot area, 5,000 square feet; frontage, 50 feet; front yard, 15 feet; side yard, 5 feet; and rear yard, 30 feet. Also permitted in these districts, subject to approval of the Planning Board and to certain other restrictions, are such uses as places of worship, hospitals, farms, professional offices, etc. Existing neighborhood groceries, barber shops, and beauty parlors, which are consistent with the neighborhood character, will be permitted to remain.

Two- and Three-Family Areas include Zoning Districts R-2 and R-3 of the Proposed Zoning Ordinance. This use is proposed for those areas in the City which are presently experiencing a trend towards two and three family development, much of which represents conversions of one family houses. However, possible overcrowding is prevented by a minimum requirement of 2,500 square feet of lot area for each dwelling unit, or 5,000 for a two family dwelling and 7,500 for a three family dwelling. Density is thus limited to a maximum of 17.4 dwelling units per net acre. Other requirements are the same as those of the R-1 District.

Medium Density Multi-Family Areas coincide with the R-4 and R-5 Districts of the proposed Zoning Ordinance. These areas are planned to facilitate the development of controlled two- and three-story garden apartments, in carefully selected areas, on adequate sites. The areas proposed for this use are presently vacant or sparsely used. Requirements of 2,500 square feet of lot area per dwelling unit in the R-4 District and 1,500 in the R-5 District limit density to a maximum of 17.4 and 29.0 dwelling units per net acre respectively. Other controls as to usable open space, lot coverage, building length, distance between buildings, off-street parking, etc., are designed to create a healthy living environment, establish compatibility with neighboring uses, and assure the ability of new residential development to resist the forces of deterioration which are generally successful in areas developed to inadequate standards.

High Density Multi-Family Areas correspond to the R-6 District of the Proposed Zoning Ordinance and are proposed only within the limits of the Rondout General Neighborhood Renewal Area. This type of development is well suited to the topography of the area and will also enable advantage to be taken of the fine views afforded there. The relocation of some Rondout residents who will be displaced by the urban renewal program may well be accomplished by use of this type facility. The

minimum required lot area per dwelling unit is 900 square feet, thereby permitting a maximum density of 48.4 dwelling units per net acre. However, efficiency units having a floor area of less than 600 square feet can be developed at a density of 62.2 dwelling units per net acre, or one such unit for each 700 square feet of lot area.

D. FUTURE COMMERCIAL AND INDUSTRIAL USES

Shopping Center and Central Retail Areas, as shown on the Land Use Plan, includes the City's major business areas. These areas are covered by the C-1 and C-2 Districts of the Proposed Zoning Ordinance. The C-1 Shopping Center District pertains only to developments of more than five (5) acres, and, as none presently exist, will govern only new developments. Permitted uses, as well as parking requirements, are set forth to regulate this new growth. The C-2 District is designated for other existing and proposed facilities of a retail commercial nature only. Although no off-street parking requirements are imposed in this district, restrictions on such uses as gas stations are specifically cited. The land uses shown in this group represent the City's four major business areas, and make adequate provision for their future expansion.

Neighborhood Commercial Areas with one exception, represent the consolidation and improvement of existing clusters of neighborhood retail establishments. Although also governed by the regulations of the C-2 District, the variety and the type of goods offered differentiates these areas from the Central Retail. Despite the assumption that other neighborhood facilities will remain, the areas shown on the Land Use Plan represent the nuclei of future neighborhood shopping areas. The one exception to the foregoing is the proposed new neighborhood shopping center in the Rondout General Neighborhood Renewal Plan Area. Its market orientation will be the same as the other neighborhood areas, but it will be entirely new and in accordance with the provisions of the C-1 District.

General Commercial Areas, comparable to the C-3 District of the Proposed Zoning Ordinance, are proposed for those areas of the City which are characterized by fringe commercial development. This district is designed to permit flexibility in the commercial uses included. It would allow not only all types of retail and service establishments, but also such uses as storage, wholesaling, and certain types of manufacturing. Various off-street parking requirements are cited for different uses.

Limited Office Areas correspond to the O-1 District of the Proposed Zoning Ordinance. These areas are proposed near commercial areas on sites which lend themselves to this type of use. Their close proximity to commercial areas enables them to complement each other.

The Limited Office and/or Multi-Family Residence Area is proposed in only one location of the City, namely on the north side of Albany Avenue. As governed by the O-2 Limited Office District, either limited office development or multi-family apartments are permitted in this area. The particular area designated is well suited for either.

Light Industrial Areas include both M-1 and M-2 Districts of the Proposed Zoning Ordinance. This designation is proposed to apply to existing industrial areas as well as to those areas which, due to existing trends or locational advantages, are desirable for such use. The M-1 District permits business or other offices and research laboratories as well as the usual complement of light manufacturing facilities. The ratio of floor area to lot area is restricted to 0.8 and building coverage to 40% of the lot area. Regulations also cover height, off-street parking and loading, and yards. Subject to control by the Planning Board, the M-2 District permits truck terminals and open storage as well as all uses permitted in the M-1 District.

Heavy Industrial Use has been proposed for only one site in the City. This is the area along the Hudson River which contains the Hudson Cement plant as well as several brick yards. It corresponds to the M-3 District of the Proposed Zoning Ordinance, which has special provisions as to dust control and blasting regulations. A "buffer zone" should be created in this area, separating it from other uses, within which no digging or blasting would be permitted, although associated uses such as parking or offices would be allowed.

E. FUTURE PUBLIC AND QUASI-PUBLIC USES

Schools and Recreation Areas consist of existing and proposed facilities throughout the City. These are based on standards and needs as discussed in Chapter XII, Community Facilities Plan.

Other Public Uses consist of existing and proposed facilities also discussed in Chapter XII.

Quasi-Public Uses represent existing uses such as churches, clubs, organizations, etc., which should be maintained. Only the larger of these are shown on the "Land Use Plan", although all except the ones in deficient quarters or inappropriate locations should be retained.

Permanent Open Spaces are proposed in only two locations, both along the northern boundary of the City, alongside Esopus Creek, and both subject to flooding. Either might serve a useful purpose as a form of recreation area, but no buildings should be placed there prior to the elimination of the flood threat.

X. STREET AND TRAFFIC CIRCULATION PLAN

A. INTRODUCTION AND GENERAL GOALS

A community must keep a constant vigil on the functioning of its basic street system if it is to resist obsolescence and continue to develop. An inadequate, poorly functioning traffic circulation system is not only costly, in time and money, to all who use it, but also, due to ever-increasing traffic volumes, endangers lives. Since the factors tending to increase vehicular traffic (increases in population, use of motor vehicles, and intensity of land use) have generally risen sharply in recent years, in Kingston, in its surroundings, and throughout the State, the obsolescence and inadequacy of the City's street system becomes more glaringly apparent with each passing day.

Almost without exception, the City's existing streets have evolved from roads not designed for use by rapid and intensive automobile traffic. The street pattern in Kingston has been determined in large measure by topography, and, as such, much of the pattern is unalterable. Apart from topography, unplanned, haphazard development through the years, has also made a major contribution to the disorganization of the City's circulation system. Some recent measures, such as the Route 9W by-pass (via East Chester Street) and the connection from Albany Avenue to the New York State Thruway (Federal Route 587) have begun to relieve the congestion in the City's main business areas. However, in spite of these welcome beginnings many basic overall additions and improvements to the City's arterial highway system are still needed.

The task now confronting the City is the transformation of a basically uncoordinated street pattern into a modern network consisting, if possible, of an integrated new system of circumferential arterial highways (or by-passes) and radial arterial highways. This system would be designed primarily to service, in a more efficient, safe, and reliable manner, the City's own population and commercial and industrial activities, as well as the increasing traffic generated by population and industrial growth in the Kingston trade and service area. Freedom of movement in every direction and noninterference between through and local traffic movements are the primary functions demanded of a street system, by housewife, businessman, and factory worker alike.

With these general aims in mind, the specific objectives of the proposed Street and Traffic Circulation Plan are as follows:

1. To improve the movement of people and goods within and through the City;
2. To separate, to the maximum extent possible, through regional traffic from purely local City traffic, and inter-neighborhood from intra-neighborhood traffic;

3. To reduce the number of hazards and potential accidents on all streets within the City; and
4. To classify the City's streets as to function so as to ultimately encourage through and business traffic to use major and collector streets, and conversely, discourage such traffic from using residential streets. This is to be accomplished by means of basic physical improvements aided by an adequate system of traffic regulation.

B. FUNCTIONAL STREET CLASSIFICATION SYSTEM

In a properly planned street system, each type of street or highway should be designed in accordance with its specific function. For this purpose, the street system is usually divided into three functional categories, namely:

Arterial Highways,
Secondary Arterials (or Collector Streets), and
Minor Streets.

1. Arterial highways are further subdivided into major streets and expressways.* Major Streets are designed to carry substantial volumes of traffic rapidly and smoothly from one section of a community to another, or to an adjoining community. Although intersections are usually at grade, and access to major streets is not controlled, the opening thereon of private driveways, alleys and business entrances (including entrances to parking lots) should be reduced to a minimum. Ideally, modern major street design aims to provide at least four lanes of traffic, plus a dividing strip, with curb parking entirely prohibited, and a design speed of from 30 miles per hour in built-up districts to as high as 40-50 miles per hour in outlying sections. The theoretical optimum minimum right-of-way for a major street is 88 feet (see Table X-1) .

When permitted, parking should be parallel only. If necessary to expedite traffic flow, parking should be prohibited entirely during peak hours. Therefore parking lanes should be 10 to 12 feet wide so that they can be utilized as additional traffic lanes. Wherever applicable, storage lanes at intersections and turnout lanes for bus stops should also be provided.

Expressways. The term "expressway" is used to denote several different kinds of arterial highway treatments. An expressway proper may have only partial control of access and may be entirely an "at-grade" facility, or a combination type, with grade separations at principal cross streets only.

*Design features and general definitions used in this report in connection with arterial highways are taken primarily from "A Policy on Arterial Highways in Urban Areas" by the American Association of State Highway Officials, Washington, D.C., 1957.

A freeway exercises full control of access with grade separations at all cross street intersections (e.g. the New York State Thruway).

Another form is the familiar parkway, which may be a freeway or expressway limited to passenger car traffic.

2. Secondary Arterials or Collector Streets. Secondary arterials or collector streets are those intra-municipal streets which function as carriers of mostly local traffic from minor streets and scattered developments to major streets, or which serve to connect two arterials. The width of a collector street right-of-way should be sufficient to accommodate two lanes of moving traffic, with proper shoulders. Theoretically the right-of-way width should not be less than 60 feet (see Table X-1). Access to abutting properties is usually permitted, as is a minimum amount of parallel parking in connection therewith. A collector street need not be designed for high speed travel, but should be relatively direct and present no hazardous curves or grades. Unless this can be achieved, traffic frequently uses minor streets instead, with consequent increased hazards in residential districts.

3. Minor Streets. Minor streets are designed for the purpose of giving direct access to abutting property. Their design should discourage through traffic and excessive speeds. In residential development, the recommended minimum right-of-way width is 50 feet. Where the abutting land will be developed for business or industry, it is desirable to increase the width of the right-of-way to 60 feet or more, depending upon the kind and volume of traffic expected to develop.

The function of one type of street should not be imposed on another. Thus, for example, if minor streets were required to carry through traffic; or if major streets were required to provide continuous access; the ability of these arteries to fulfill their primary functions would be seriously impaired if not destroyed. To enable each type of street to function as expected, the standard of street improvements required in each case should be determined in accordance with the role of each street in the overall street system (see paragraph D, this section).

C. EXISTING STREET SYSTEM AND TRAFFIC PATTERNS

Street System

Kingston's existing arterial system is composed principally of the following routes:

1. Federal Route 587, the newest addition to the City's arterial system is the new arterial connection which extend from the intersection of State Route 28 and Exit 19 of the New York State Thruway to the intersection of Broadway and Albany Avenue. By providing a main entrance to the City from the north, this route has removed much of the through traffic from the Uptown Business Area's streets. It has a four lane roadway, with a median strip which separates opposing traffic lanes.

2. The Broadway-McEntee Street-Wurts Street route bisects the City. This route is part of U.S. 9W, from East Chester Street south, and is the spine of all northwestern and southeastern movement in and through the City from the Broadway-Albany Avenue intersection to the Rondout Creek Bridge. As the bridge is the only entrance to the City from the south side of Rondout Creek it is very heavily travelled. North of the railroad underpass, at Greenkill Avenue and Broadway, the street has four traffic lanes on an undivided roadway with parking on both sides. South of the underpass the roadway has two moving lanes with parking on both sides.

3. Albany Avenue (U.S. Route 209) is a major east-west route, extending from the northern City boundary to Clinton Avenue, which has achieved increased importance since the opening of the Kingston-Rhinecliff Bridge, north of the City. It is a two lane road for most of its length with parking permitted on both sides.

4. East Chester Street (U.S. 9W) extends from the northern City boundary to Broadway and carries a good deal of through traffic as well as a substantial amount of local traffic. With the opening of the Thruway, its regional importance as a north-south route decreased considerably.

5. The Boulevard-Greenkill Avenue route is the only major artery which connects the sparsely settled southwestern section of the City with Broadway. As development to the southwest increases, it will be required to accommodate increased traffic volumes and will assume a position of greater importance in the City's highway pattern.

6. Hurley Avenue (U.S. 209), from the northwestern boundary of the City to Washington Avenue, has become of increasing local importance with the development of the surrounding area. A major regional highway, it is currently undergoing extensive improvements outside the City which, when completed, will enable through traffic to by-pass the City.

7. Washington Avenue (New York Route 28) was formerly the only entrance to the City from the Thruway, and as such carried excessive volumes of traffic. With the construction of Federal Route 587, through traffic has been removed to a great extent and its major function is to serve the Uptown Business Area. Nevertheless, it is still an important component of the City's arterial system, and improvements and elimination of the hazardous viaduct over the Catskill Mountain Branch of the New York Central Railroad are now scheduled.

Traffic Patterns

1. Traffic Counts. Direct visual impressions of traffic movements are subject to variation according to the observer. The only means of securing accurate, permanent and comparable records of traffic volumes and of detecting changes in volume due to basic changes in the street pattern or in regulatory measures is the taking of traffic counts. Such counts also measure the degree of traffic saturation on any particular street or highway, and may be used to indicate the capacity a facility should

be designed to accommodate. These latter functions are particularly useful, for, as traffic volume increases beyond practical capacity, * traffic density increases sufficiently to cause substantial delay and restriction on a driver's freedom to maneuver. Although the resulting lower and more uniform speed enables higher traffic volumes to be accommodated, up to a point corresponding to possible capacity, ** ultimately congestion sets in, speed drops greatly, and a sharp reduction in traffic volume results.

Traffic count data in Kingston originates from two sources. Under the auspices of the City Engineer in 1954 and Raymond & May Associates in 1960 the City made comparable five day, twelve hour counts from which a 5 day average was derived. The Bureau of Highway Planning of the New York State Department of Public Works has made two day and seven day counts at various times and locations throughout the City, from which Average Annual Daily Traffic (AADT) has been derived. Unfortunately, due to lack of uniformity in procedure the State counts are not comparable to the City counts. The available traffic count data, while insufficient (both as to frequency and number of consecutive years of recording) to give a detailed and comprehensive picture of traffic movement in the City, do provide a generally adequate framework for analysis of the City's traffic patterns.

Examination of traffic counts indicates that several of the major streets in Kingston are carrying traffic which not only exceeds their practical capacity, but which also actually approaches their possible capacity. In 1958, prior to the opening of the arterial connection from Route 28 to Broadway, the AADT over the Washington Avenue viaduct was 11,132. Practical AADT for this type of roadway is 5,000-9,000 and possible AADT is 7,000-12,600. Thus it can be seen that the arterial route was desperately needed. The twelve-hour, five-day averages derived from City counts at the viaduct were 4,222 in late May of 1954 and 6,889 in early June of 1960, immediately prior to the opening of the arterial. These counts, while not directly comparable to AADT, do indicate that traffic had increased by over 50% in this period. Although recent spot counts by the State indicate that Washington Avenue is still a heavily used facility, new counts are now being made by the City to determine the exact effect of the new arterial on the traffic patterns in the Uptown Business Area and on Washington Avenue. The scheduled improvement of this entrance to the City by the elimination of the hazardous viaduct will further facilitate traffic flow in this area.

*Practical capacity is the maximum number of vehicles that can pass a given point on a roadway or in a designated lane during one hour without the traffic density being so great as to cause unreasonable delay, hazards, or restriction to the driver's freedom to maneuver under the prevailing roadway and traffic conditions.

**Possible capacity is the maximum number of vehicles that can pass a given point on a lane or roadway during one hour, under the prevailing roadway and traffic conditions, regardless of their effect in delaying drivers and restricting their freedom to maneuver.

The latest available counts indicate that, prior to the opening of the Thruway, traffic over Rondout Creek, via the suspension bridge, far exceeded practical capacity. In 1953, AADT across the bridge was 11,745 as opposed to a maximum practical capacity for this facility of 9,000, and maximum possible capacity of 12,600. City counts of 10,297 in 1954 and 8,237 in 1960 indicate that traffic over the bridge has declined somewhat due to the transfer of much north-south through traffic to the Thruway. Although traffic volume has thus been reduced, the bridge is an obsolete facility, and the proposed new bridge over the Creek and new arterial connection to Route 9W are necessary improvements. These improvements are presently being planned by the New York State Department of Public Works and will be coordinated with urban renewal planning in the Rondout Area.

From the preceding paragraphs, it is evident that measures have been taken, or are planned, to remedy street deficiencies at the major northern and southern entrances to the City. However, there still remain several major problems which deserve further examination, and possible correction.

Counts made at two locations on Albany Avenue, in 1958, disclosed AADT's in excess of 14,000. The practical capacity on this type of street is 6,000-13,000 and the possible capacity 8,400-18,200. Although the volume is somewhat in excess of practical AADT, the real significance of counts on this artery lies in the rapid increase of traffic. A City count which is not comparable to AADT, at the east City line in 1954 was 7,087, while in 1960 a similar count was 18,458. Thus, since the opening of the New York State Thruway and the new IBM plant, traffic has increased by over 150%, with all indications that it will continue to increase and further exceed practical capacity.*

East Chester Street (the Route 9W by-pass) was carrying traffic slightly in excess of practical capacity at the last available AADT count in 1953. The AADT was 6,853 while maximum practical capacity for this type of road was 6,000 and maximum possible capacity 8,400. However, subsequent City counts at two different locations indicate that, although through traffic entering and leaving the City on Route 9W has decreased between 1954-1960, traffic originating and terminating in the City via this route has increased. This is demonstrated by a decrease in twelve-hour counts from 3,740 to 3,749 at a point on East Chester Street just north of Broadway and increased counts of 2,816 to 3,664 on U.S. 9W and 1,109 to 1,905 on Route 32, at their intersection near the northern City line. This pattern represents the loss of much through north-south traffic absorbed by the New York State Thruway and the generation of much new local traffic by growth north of the City and by the Kingston-Rhinecliff Bridge. However, when completed, the proposed new Rondout Creek bridge and arterial

*The highest count registered by the City in 1960 was 21,164 on Albany Avenue just west of its intersection with Broadway. Counts made subsequent to the opening of the new arterial will have to be examined before any determination of the present situation here can be made, however.

connection to the City line, plus an improved and re-aligned Route 32, should accommodate any likely additional traffic volumes.

AADT counts are not available for North Front Street or Broadway. However, the City counts for 1954 and 1960, prior to the opening of the arterial, indicate that both are carrying relatively large volumes of traffic. All counts on Broadway showed substantial increases from 1954 to 1960, except the one south of East Chester Street, which reflected the diminishing through traffic on U.S. 9W due to the Thruway. The highest count along Broadway, in 1960, was 19,155 at the railroad underpass. While this volume might be handled by a facility with four moving traffic lanes, such as Broadway north of the underpass, it is excessive for the portions south of the underpass, which have only two moving lanes. Delays in this latter section cause bottlenecks in the adequate portions, as well, and contribute to a general pattern of congestion throughout the length of Broadway during peak hours. Volumes on North Front Street have increased only slightly between 1954 and 1960, but, they too, appear excessive for the capacity of this type street. However, the new arterial may have induced a significant change in volume, which will have to be determined from new counts.

No recent AADT counts are available for Hurley Avenue, but City counts indicate that traffic has nearly tripled on this route, rising from 2,301 to 6,867 between 1954-1960. This rapid increase, coupled with the continued growth of the surrounding area, seems to indicate that traffic on this road, too, may be approaching, or possibly exceeding, practical capacity.

All available traffic count data on other major arteries in the City provide no indication of conditions leading to possible future congestion or delay. However, subsequent counts and investigation may expose new trouble spots.

2. The State Urban Area Report. In January of 1954, the New York State Department of Public Works prepared an Urban Area Report for Kingston. This report recommended the newly completed arterial connection as well as improvement of Broadway, Albany Avenue, and Route 9W (East Chester Street, Broadway, McEntee Street, Wurts Street, and the Rondout Creek bridge), and also predicted deficiencies that would develop on these routes from future traffic volumes if such improvements were not made. The deficiencies noted are especially significant in view of the fact that other of the State's predictions in the same report (especially with regard to population growth) have proven low. Therefore, not only may greater deficiencies than anticipated occur on arteries discussed in the State report, but also some deficiencies may occur on arteries which were not mentioned. In conjunction with the Urban Area Report, the State also conducted an Origin-Destination study. This study indicated that, prior to the opening of the New York State Thruway, through traffic represented 36% of all traffic entering the City, while another 25% was directed towards the Uptown Business Area. Traffic counts cited previously, indicate that the Thruway has substantially altered this pattern. It was also estimated that 80% of all traffic originating within the City was bound for other points within the City. Of this traffic, 27% was bound for the Broadway Business

Area and 20% for the Uptown Business Area. This type of information is valuable in determining both future traffic patterns, and priorities for new roads and improvements on existing roads.

In view of the great value of systematically compiling traffic volume data, we recommend that the City undertake a coordinated program of traffic counts. Seasonal volume checks repeated from year to year and so designed as to be directly comparable, are essential as an indication of impending traffic problems. Such counts will particularly aid the City in evaluating as closely as possible the effect on the traffic pattern of any improvements which may be undertaken in the City itself or in its vicinity. Traffic changes which may be observed following the realization of a portion of the proposed plan may well suggest the desirability of modifying some of its original recommendations.

Should the City undertake such traffic counts, we suggest that they be recorded in accordance with standard New York State practice, to make possible comparisons with available data and such supplementary data as may be recorded by the State and County.

3. Future Demands on the City Street System. In the past thirty years the growth of vehicle registration in Ulster County has been more than double that of population. Between 1930-1960 population grew by 47.0% while total vehicle registration increased by 118.1%. Furthermore, the number of passenger and suburban vehicles increased by 126.0%. In 1930 there were 4.2 persons for every passenger and suburban vehicle, while in 1960 there were only 2.8, indicating that more and more families own at least one car and in many cases more than one (see Table X-2).

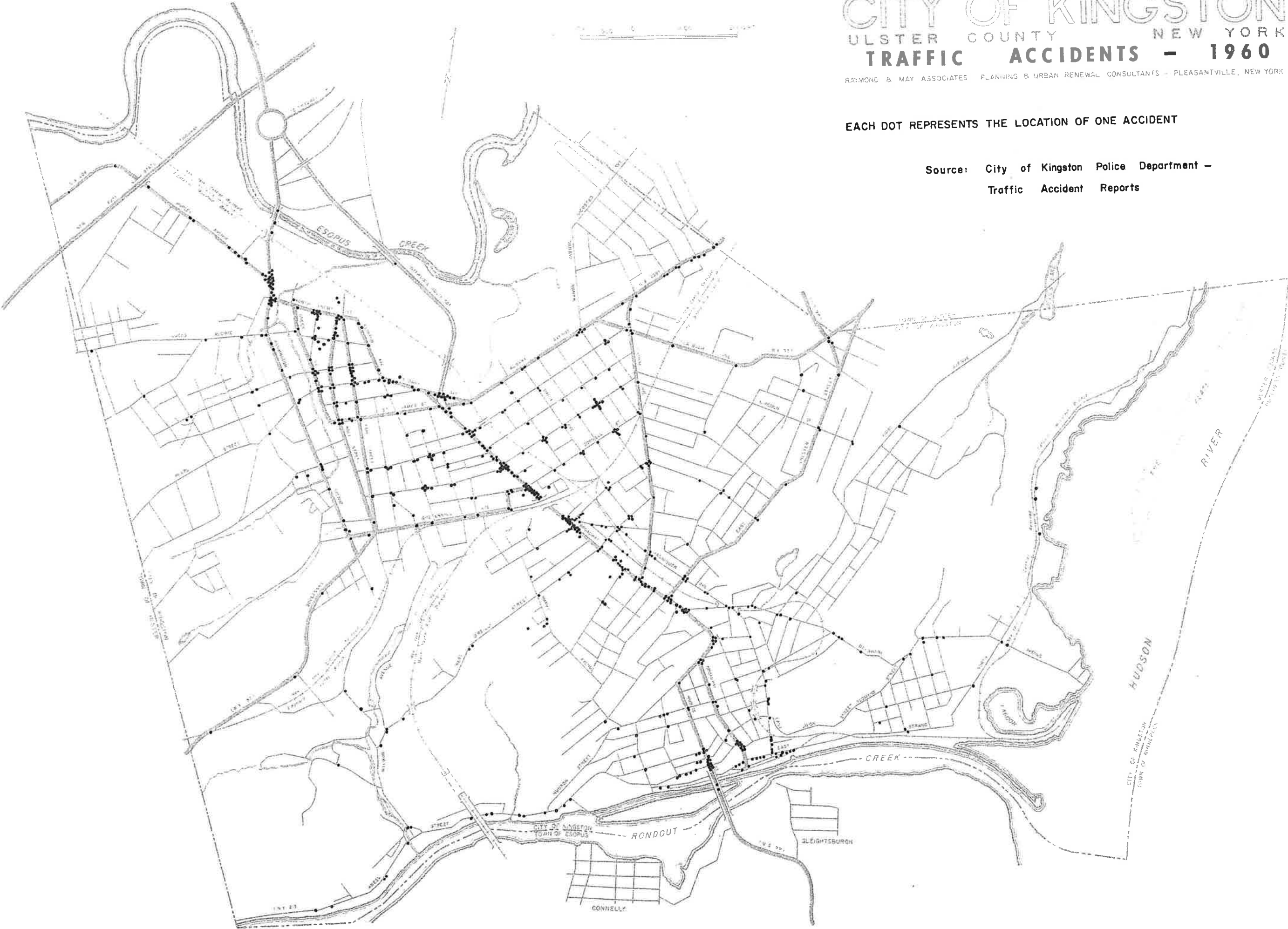
Although compulsory automobile inspection and insurance laws have temporarily curtailed the downward trend of the person per car ratio,* it can be anticipated that continued long-range population growth may ultimately result in at least one additional passenger vehicle using the street for every 2.5 additional persons who settle in the City or in its vicinity. In its Urban Area Report for Kingston, the New York State Department of Public Works predicated total vehicle registrations in Ulster County of 60,000 for 1970 (as opposed to 53,008 in 1960), or 1.8 persons per vehicle. As this prediction was based on a 1970 population estimate of 106,000 for the County, and since this figure has already been exceeded (actual count for 1960 was 118,804), total registrations by 1970 may be considerably higher, although the persons per car ratio will probably not be as low as predicted. As the focal point for a large portion of the traffic in the eastern part of the County, if measures are not taken to improve and supplement its existing traffic circulation pattern, the soundness of the City of Kingston as a place in which to live and do business will be severely affected.

*These laws resulted in a rise in the persons per car ratio from 2.5 in 1957 to 2.8 in 1960.

CITY OF KINGSTON
ULSTER COUNTY NEW YORK
TRAFFIC ACCIDENTS - 1960
RAYMOND & MAY ASSOCIATES PLANNING & URBAN RENEWAL CONSULTANTS - PLEASANTVILLE, NEW YORK

EACH DOT REPRESENTS THE LOCATION OF ONE ACCIDENT

Source: City of Kingston Police Department -
Traffic Accident Reports



4. Traffic Accidents. Good indications of probable deficiencies in the City's existing street system may be ascertained by examination of the number, location and frequency of traffic accidents. The accompanying map "Traffic Accidents - 1960" shows the location of reported traffic accidents involving property damage and/or personal injury (see also Table X-3). This map shows clearly that accidents occur primarily at street intersections and along the City's major and collector streets. Few accidents occur on strictly residential streets.

The greatest accident producing artery in the City is Broadway, which accounted for 140 or 18% of all accidents in the City. Accidents occurred, in volume, not only at virtually every intersection between Albany Avenue and Delaware Avenue, but also between intersections as well. A combination of large traffic volumes, frequent and hazardous intersections, and general congestion are responsible for this situation. Certain specific intersections have a higher incidence of accidents than is normal due to such factors as poor visibility at less than 90 degree intersections, inadequate signalization or channelization at high volume intersections, or improper street alignment causing unexpected movements. Intersections of this type are mentioned specifically later in this chapter.

Total accidents in the City have increased in each of the past three years, from 493 in 1958 to 779, in 1960. This rise is quite substantial and may be accounted for only partially by factors such as varying weather conditions, variation in the number of minor accidents reported, etc. In general, it reflects the increased use of City streets and emphasizes the inadequacy of the City's street system.

As the first step to remedy these conditions, it is recommended that the Police Department submit a quarterly report to the City, for the use of all City Departments and officials, containing the following data:

- a. The location and type of all accidents, marked on a map of the City similar to the map presented herein (such a map to be filed at the end of the year for annual comparison with maps drawn for subsequent years).
- b. The total of all accidents for the period (by type as indicated herein) and comparisons with previous periods.
- c. A full analysis of all accidents in which poor road design, inadequate signs or signals or other physical factors played a part.

Such reports would be extremely valuable in that they would enable the City to present a graphic record of traffic trouble spots to the State and County Departments of Public Works, or to its own citizens in support for desired improvements. Such reports would also make possible a continuing program of evaluation of the effectiveness of such traffic improvements as are made.

D. PROPOSED STREET AND TRAFFIC CIRCULATION PLAN*

Basis of Proposals

The proposals set forth herein are designed to satisfy both present day needs and such future needs as will develop from the expected gradual, but persistent, increase in vehicular traffic resulting from the increased intensity of land development in the City and its immediate surroundings. Topographic maps with contour intervals of 5'-0" and aerial photographs at a scale of 1" = 100', land use maps, and other such information as was available to us, as well as numerous field surveys, were used in determining the approximate alignment of proposed future streets. All proposed alignments are tentative and subject to changes resulting from the findings of more accurate surveys.

The proposals set forth herein are in part specific and in part general. Minor deviation from such routes as are shown on the attached map would not materially alter the basic intent of the plan. We wish to stress however, that, in most instances, the choice of acceptable alternate alignments is limited, and that prompt action in placing agreed upon routes on an Official Map of the City (see following section regarding the proposed adoption of an Official Map) is essential if the eventual cost of the program is to be kept within reasonable bounds, or, indeed, if the achievement of some of the proposed essential road improvements are not to be precluded by future development in the proposed rights-of-way.

Proposed Street Classification of Existing Streets and Existing General Street Deficiencies

The proposed classification of the City's more important existing streets according to the system outlined in Paragraph B of this section is indicated in Table X-4. Many of these designated streets fall considerably short of the optimum right-of-way and pavement widths indicated in Table X-1. As the creation of an efficient circulation system in Kingston is dependent, in large measure, on the utilization of existing streets, this situation must be remedied as soon as possible.

Proposed New Streets and Improvement of Existing Streets

Based on our studies of the existing circulation system, traffic volumes, anticipated residential, commercial, and industrial growth and probable increased future use of the City's streets, to achieve the four specific goals previously outlined in this chapter, the following improvements are deemed necessary:

*See "Land Use Plan" for locations and other data concerning this section of the report.

1. Business Area Improvements. Measures to improve traffic circulation, streets, and parking are discussed in detail in Chapter XI, Business Area Plans. The recommended improvements would segregate through from local traffic, allow most through traffic to circumvent the business areas, permit increased mobility of both vehicular and pedestrian traffic in these areas, and satisfy the need for increased parking spaces. The most vital of these improvements is the proposed North Front Street By-pass, which would route through traffic flow around the Uptown Business Area and permit the creation of the North Front Street section of the proposed pedestrian shopping mall complex.

2. Planned New York State Department of Public Works Projects. Two projects already in planning, namely (1) the elimination of the Washington Avenue viaduct, and (2) the replacement of the Rondout Creek Bridge and construction of a connecting arterial highway, have been discussed elsewhere in this report. Each is considered essential to the City's traffic circulation system, and the realization of each project has been assumed in the formulation of the Circulation Plan.

3. Establishment of Abeel Street-Dock Street-Ferry Street-Strand-North Street as a Major Street. The creation of a continuous route, extending from the southwestern to the northeastern corners of the City, is essential to the integration of three isolated areas, Wilbur, Rondout, and Ponckhockie, with each other, the City, and the rest of the region. Such a route will also provide the only means of direct movement through the southern and eastern extremities of the City without forcing traffic to use the City's local street system.

Wilbur is virtually undeveloped due to its isolation from the remainder of the City. However, if joined to the City by adequate roads, its interesting terrain and excellent views may well prove an inducement to future development. Furthermore, regardless of future developments, the construction of a new light-weight aggregate plant on Abeel Street Extension, immediately to the west of the City, will generate a considerable amount of new traffic along this route, which the present facilities are not equipped to handle. The Abeel Street section, although of higher standards than the remainder of the route, will require improvements such as widening and the redesign of excessive curves.

The improvement of the central section of this route (from the intersection of Abeel and Hudson Streets to the intersection of East Strand and Ferry Street) is included in the Rondout General Neighborhood Renewal Plan Area, and as such, a large portion of its cost can be financed with urban renewal funds. Good traffic patterns and connections are essential to the success of any plan for Rondout. Therefore, this route, which will enable through traffic to by-pass the center of the neighborhood while at the same time providing direct access to commercial and industrial properties within it, is essential.

The eastern section of the route, which extends through Ponckhockie to the norther City boundary, should ultimately be connected to New York State

Route 32 north of the City. This would facilitate access to the industrial sites along the Hudson River and increase the desirability of other locations on the river for industrial purposes. Since North Street is presently quite narrow, and presents several excessive curves, it will require substantial improvements.

4. Wilbur Avenue-South Wall Street Improvement. To further unite Wilbur with the main body of the City, it is necessary to improve connections via the Wilbur Avenue-South Wall Street route to Greenkill Avenue. Future development in Wilbur must be made easily accessible to the City, if it is to be successful, and this road should eventually be developed as a major street, through some widening and repaving.

5. Extension of Railroad Avenue. The overpass which connects Greenkill and Railroad Avenues is the only grade-separated crossing of Broadway in the City. However, due to the circuitous connection between Railroad Avenue and other City streets, this facility is vastly underutilized. To correct this situation, Railroad Avenue should be extended to Smith Avenue, thus providing a direct east-west artery via Greenkill, Railroad, and Smith Avenues, and Cornell Street. In this manner, east-west traffic would avoid Broadway, which is the most congested and accident prone artery in the City.

To achieve such a plan, it is necessary to cross the tracks of the Catskill Mountain Branch of the New York Central. A grade separation at this point would be excessively costly, especially in light of the fact that the tracks are used by only one train per day. The alternative is the creation of a grade crossing. This latter method appears to be the most logical solution, although final approval from the Public Service Commission is necessary before any new grade crossing may be established.

If necessary approval were not granted, the use of the overpass should still be increased. This could be done, although not as effectively as by the first plan, by connecting Railroad Avenue directly to Cornell Street somewhere between the railroad tracks and Broadway.

6. Connection of Sterling Street. The northern and southern halves of Sterling Street are presently separated by the tracks of the West Shore Division of the New York Central Railroad. It is recommended that the railroad tracks be crossed to connect the two portions and thus create a collector street parallel to Broadway via Sterling Street, Mary's Avenue, and Montrepose Avenue. This would help especially to relieve Broadway of traffic, but the previously mentioned Public Service Commission approval is necessary before any such action can be taken.

Traffic Regulatory System

There are two basic methods for achieving the improvement of a traffic circulation system.

1. By making substantial basic improvements to the street or highway system (usually a long-term proposition); and

2. By utilization of traffic control and regulatory measures (such as the establishment and enforcement of regulations governing speed, parking, direction of travel, etc.) on the existing street system.

Since, by the latter method, some constructive improvements can result immediately, we recommend the following:

1. Consideration of the installation of a traffic light at the intersection of Washington Avenue and North Front Street.

2. Diversion of through traffic at the intersections of Bruyn Avenue and Downs Street, and O'Neil Street and Tremper Avenue (see Land Use Plan). The simplest means of accomplishing this is through the establishment of barriers extending between diagonally opposite corners. This would discourage through traffic by diverting it from a direct route, while necessitating no street closings or property acquisition. Temporary barriers should be used to test the effectiveness of such a scheme before actual installation, which might take the form of a landscaped pedestrian walk. A similar plan is proposed for the intersection of Rogers and Adams Streets in the Rondout GNRP Area.

3. Rechannelization of traffic at the Prince Street-Grand Street-Pine Grove Avenue-Broadway intersection as demonstrated in the diagrammatic sketch entitled "Proposed Broadway-Prince Street Intersection."

Recommended Procedure in Regard to Proposed New Streets

The Official Map powers of the City, as stated in the General City Law (Chapter 21 of the Consolidated Laws of New York State, Article 3), enable the City to place on an Official Map such street rights-of-way as it deems necessary for its proper future development, and thus prevent future construction therein.

The new street locations proposed as part of this Plan do not purport to be exact. In order to establish the most desirable alignment, we recommend that, following adoption of the Plan, a survey of proposed routes be made. After the placement of all acceptable routes on an Official Map, copies of all such surveys should be filed with the Building Inspector who would thus have an accurate guide as to future building lines, and as to the proposed street lines from which zoning setback requirements would be measured.

Achieving New Streets

Three methods of achieving new streets (other than roads which may be built by outside agencies) are available to the City, as follows:

1. Through the use of the Subdivision Regulations. Whenever a subdivision plan submitted to the Planning Board will involve any of the proposed streets, the Planning Board should require the developer to adjust his street system so as to follow the proposed new street alignment.

2. Through the Use of Site Development Plan Approval Procedures. Wherever a site plan submitted to the Planning Board for approval will involve any of the proposed new streets or street improvements, the Planning Board should request the developer to dedicate the nominal portion of his lot necessary to help achieve, in the future, the proposed route. If the land required were to exceed a nominal amount, official map procedure can be used to govern construction.

3. Through Direct City Acquisition and Construction. Where it does not appear likely that the right-of-way of a proposed street can be obtained by any other means, it is recommended that a program of gradual right-of-way acquisition and street construction be formulated.

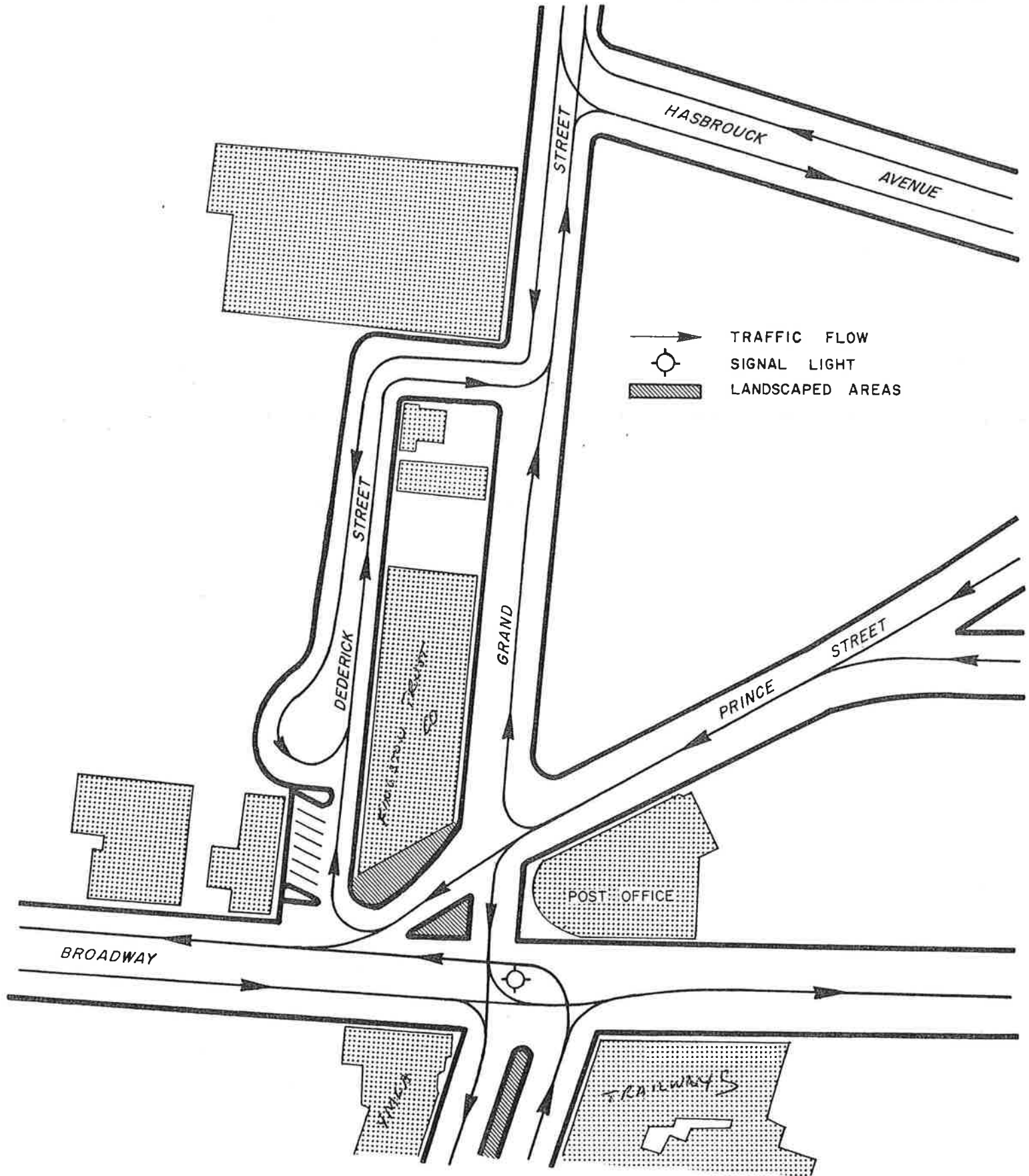
Detailed Analysis of Street Improvements

It is not within the scope of this overall Street and Traffic Circulation Plan, which concerns itself primarily with general and long range traffic needs and with the most obvious and dangerous existing street deficiencies, to make detailed studies of all possible road deficiencies, such as blind intersections due to high walls or shrubbery, narrow roadbeds, poor roadbed surfaces, poor sidewalks, lack of curbs, drains or guard rails, and similar conditions which may exist in the City. Such detailed engineering studies and surveys are, however, desirable. Some of the necessary maps are probably in the hands of the State, County or City, but a substantial amount of survey work and/or title searching will be necessary in order to prepare accurate and up-to-date topographic, right-of-way, and roadway width maps, as needed. Once the above data is secured, the best means of eliminating deficiencies at lowest cost can be determined.

When finally formulated, the street improvement program should become a part of the City's Capital Improvement Program. In a general way, a program of street deficiency elimination should include the following, among others:

1. In the case of all City streets, on which present or future traffic loads may cause hazardous conditions because of inadequate existing pavement width, such pavements should be widened in line with the previously recommended standards for the various types of streets. Certain cases might arise where the accomplishment of the required pavement width may be impractical within the existing right-of-way, in which case wider rights-of-way should be placed on the Official Map. However, wherever public safety is not immediately involved, narrower pavements will conceivably be preferred to the dislocation which widening may cause (e.g., loss of trees and other plantings, retaining or decorative walls, fences, etc.).

PROPOSED BROADWAY - PRINCE ST. INTERSECTION



City of Kingston

Ulster County, New York

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2. Certain City streets have either poor pavement condition, excessive grades, poor vertical or horizontal curves, or a combination of these factors. These should be improved, where practicable in accordance with previously outlined procedures.

3. It is quite obvious that certain deficient street intersections in the City warrant study in order to determine what physical improvements and/or improvements in regulatory devices are necessary to correct present deficiencies. Among such intersections, other than those cited previously, the following are suggested for early study:

- a. Washington Avenue-Hurley Avenue
- b. Washington Avenue-North Front Street
- c. Crown Street-North Front Street
- d. Broadway-Elmendorf Street
- e. Broadway-Henry Street-O'Neil Street
- f. Hasbrouck Avenue-Prince Street

TABLE X-1

THEORETICAL OPTIMUM PAVEMENT AND RIGHT-OF-WAY WIDTHS

Type of Street	No. of Lanes	Parking Prohibited		Parking Permitted	
		Pavement	R. O. W.	Pavement	R. O. W.
Major Street	4	44'-48'	60'-72'	64'-68'	88'-92'
Collector Street	2	24'-30'	50'	36'-40'	60'-64'
Minor Street	2	24'-30'	50'	30'-33'*	50'*

*60' right-of-way and 36'-40' of pavement for streets serving business and industrial areas.

Source: "A Policy on Arterial Highways in Urban Areas", American Association of State Highway Officials, Washington, D.C., 1957.

TABLE X-2

MOTOR VEHICLE REGISTRATION AND POPULATION

Ulster County and New York State

ULSTER COUNTY

Year	Population	Total Vehicles Registered	Passenger and Suburban Vehicles	No. of persons per passenger and suburban vehicles	Commercial and other vehicles*
1930	80,155	24,307	18,974	4.2	5,474
1940	87,017	27,802	22,454	3.9	5,557
1950	92,621	36,742	28,623	3.2	9,276
1954	N.A.	42,496	33,869	--	8,973
1955	N.A.	46,150	36,914	--	9,579
1956	N.A.	49,594	40,017	--	9,958
1957	100,537	49,873	40,888	2.5	9,372**
1958	N.A.	50,576	41,141	--	9,837
1959	N.A.	52,532	42,875	--	9,657
1960	118,804	53,008	42,812***	2.8	10,196

NEW YORK STATE

1930	12,586,066	2,360,668	1,934,179	6.5	426,489
1940	13,479,142	2,848,515	2,401,748	5.6	446,767
1950	14,830,192	3,882,155	3,227,099	4.6	655,056
1954	N.A.	4,549,252	3,867,657	--	681,595
1955	N.A.	4,807,747	4,105,026	--	702,721
1956	N.A.	4,976,324	4,253,010	--	723,314
1957	15,888,000	4,943,721**	4,243,504**	3.7	700,217**
1958	N.A.	5,054,678	4,338,141	--	773,225
1959	N.A.	5,200,513	4,463,675	--	736,838
1960	16,782,304	5,267,197	4,482,656***	3.7	784,541

*Includes commercial and all Farm, Omnibus, Taxi, Trailer, Motorcycles and exempt vehicles.

**The drop in registration 1956-1957 has been attributed by various authorities to the new inspection requirements which have caused older and unfit autos to be junked and not registered in 1957.

***In 1960 these two categories were combined as one.

N.A. = Not Available.

Source: New York State Motor Vehicle Bureau.

TABLE X-3
TRAFFIC ACCIDENTS

	Number of Accidents		
	1958	1959	1960
January	37	51	74
February	36	67	51
March	29	84	57
April	37	5	56
May	29	51	61
June	30	54	64
July	52	56	75
August	48	64	70
September	37	54	69
October	60	59	55
November	53	57	61
December	45	75	86
Total	493	677	779
Average Per Month	41	56	65.
<u>Accidents by Type</u>			
Property Damage	328	467	536
Personal Injury	165	210	242
Death	--	--	1

Source: Traffic Accident Records, Police Department, City of Kingston,
New York.

TABLE X-4

PROPOSED FUNCTIONAL STREET CLASSIFICATION
OF EXISTING STREETS

City of Kingston, New York

	Existing Width (in feet) (predominant or average) Pavement Right-of-Way	
<u>MAJOR STREETS</u>		
Abeel Street (from western City line to Dock Street)	18-27	21-50
Albany Avenue	30-50	64
Boulevard	20-34	50
Broadway	30-60	50-83
Cedar Street (from Broadway to unnamed street one block west)	35	60
Clinton Avenue (from North Front Street to Greenkill Avenue)	24-45	50-70
Converse Street	18	30
Cornell Street	30	50
Delaware Avenue (from Broadway to Hasbrouck Ave)	30	60
Dock Street	15	25
East Chester Street	20-30	50
Fair Street	35	50
Ferry Street	28-44	50
Flatbush Avenue	20-28	50
Foxhall Avenue	30	50
Green Street	25-40	90-100
Greenkill Avenue (from Broadway to Washington Avenue)		
Hasbrouck Avenue (from Delaware Ave. to Prince Street)	30	50-60
Hurley Avenue	20-44	60
McEntee Street (from Broadway to Wurts Street)	--	40-45
North Front Street (from Washington Ave. to Green Street)	31-43	45-60
North Street	20-30	50-60
Prince Street (from Broadway to Hasbrouck Ave.)	30	50
Railroad Avenue	30	50
Smith Avenue (from the New York Central tracks to Cornell Street)	36	50
St. James Street	37-39	60
Strand (East) (from Ferry St. to North Street)	30	50
Wall Street (including South Wall Street)	--	66
Washington Avenue (north of Greenkill Avenue)	30-40	50
Wilbur Avenue (south of South Wall Street)	20-28	50
Wurts Street	33-36	60

TABLE X-4 (Cont'd)

	Existing Width (in feet) (predominant or average)	
	Pavement	Right-of-Way
COLLECTOR STREETS		
Abeel Street (from Dock Street to Broadway)	18-27	21-50
Abrun Street	36	60
Clifton Avenue (from Highland Ave. to Flatbush Avenue)	27-30	45-50
Condie Street	--	40-47
Delaware Avenue (from Hasbrouck Ave. to the Hudson River)	20-30	60
Elmendorf Street	36	60
First Avenue	18-20	50
Garden Street	30	50
Grand Street	29-30	50
Henry Street	36	60
Highland Avenue (from Foxhall Ave. to E. Chester St.)	30	50
Hone Street	30-41	60
Hooker Street (from Lincoln St. to Larch Street)	20	50
Hudson Street	20	60
John Street	20-25	45
Kiersted Avenue	20	26-50
Lincoln St. (from Clinton Ave. to Hooker St.)	30	50
Larch Street	18	40
Linderman Avenue	12-24	25-40
Lucas Avenue	36	--
Maiden Lane	28	50
Main Street	30	50
Manor Avenue (including South Manor Ave.)	36	60
Mary's Avenue	30-36	60
McEntee Street (from Hudson St. to Wurts St.)	--	40-45
Meadow Street (from Broadway to the railroad underpass)	30	50
Miller's Lane	24-30	40-50
Montrepose Avenue	30	50
Mountainview Avenue	30	50
Murray Street	28	50
O'Reilley Street (East and West)	30	50
Pearl Street	30	55
Pine Street (from St. James St. to Wilbur Ave.)	30	55
Prince Street (from Hasbrouck Ave. to Foxhall Avenue)	30	50
Pine Grove Avenue	50-68	100
Ravine Street	30	50
Shufeldt Street	30	52
Smith Avenue (except between Cornell Street and the New York Central tracks)	36	50

TABLE X-4 (Cont'd)

	Existing Width (in feet) (predominant or average)	
	Pavement	Right-of-Way
Spring Street	18-41	60
Stephan Street	30	50
Sterling Street (from Greenkill Avenue to Pine Grove Avenue)	30	50
Tompkins Street	30	50
Ulster Street	30	50
West Chester Street	30-36	50-60
Wrentham Street	30	50
Wilbur Avenue (from South Wall Street to Pine Street)	20-28	50
Yeoman's Street (from Delaware Avenue to Tompkins Street)	12-16	33-60

MINOR STREETS

(All existing streets not listed above are
proposed as Minor Streets)

Source: Pavement and right-of-way widths were obtained from the office
of the City Engineer.

XI. BUSINESS AREA PLANS

A. INTRODUCTION

For a City of its size, Kingston is in the unusual position of encompassing four separate and distinct business areas (Uptown, Broadway, Albany Avenue, and Rondout, which is also known as Downtown). Each has its own individual character which both distinguishes it from the others and creates singular problems requiring singular solutions. This section examines the adequacy of each business area in terms of physical layout and the part each plays in Kingston's role as a regional shopping center. This analysis culminates in proposals for the correction of deficiencies and for improvements that will enable all of Kingston's business areas not only to better serve the existing retail and related services markets, but also to attract as much additional business as its regional setting will permit.

A significant improvement of any city's business areas can only be undertaken on the basis of a partnership between individual property owners and the community as a whole. Improvement of individual properties can only be successful within the framework of a community improvement program covering the entire business district. Certain activities, such as the remodelling of retail stores, are obviously the responsibility of the property owners. Parking space can be provided by the merchants, if they have the means and particularly, if they control sufficient land to be able to do so. In contrary instances, adequate parking can only be achieved by the establishment of municipal parking lots. City action is essential if the flow of traffic through the business areas is to be improved. Likewise, new zoning legislation is needed to conserve limited space, in certain of the areas, for retail purposes, and to achieve other goals of good planning.

It should be emphasized that the achievement of sales volumes of the magnitude forecast for future years in Chapter VIII depends to a major extent not only on the provision of the necessary new stores and/or increased sales space in existing stores, but also on a continued dynamic parking program and on the provision of many other necessary attributes of modern shopping centers. Unless this is done, potentials will remain potentials and may never be translated into increased dollar sales. In fact, if the City fails to take definitive steps to make its business areas truly competitive, increasing retail store vacancies may well cause their ultimate deterioration. This in turn could lead to pressures for reductions in assessments, which would result in an increase in the tax burdens for the entire community.

Neighborhood, Community and Regional Shopping Centers

To reduce the possibility of confusion in using the term "shopping center" for any combination of stores, a general classification has been made of three distinct shopping center types: the neighborhood (convenience), the community (or sub-regional), and the regional. The significant differences between these types of shopping centers are detailed below.

The Neighborhood Center - provides mostly for the sale of convenience goods and personal services -- foods, drugs, and sundries for everyday needs. It is built around a supermarket or drug store as the major tenant. It usually has from 10 to 15 stores and requires a site of between four and ten acres. A neighborhood center can serve 7,500 to 20,000 people within about 5-6 minutes driving time and, frequently, also depends on pedestrian trade. The aggregate building floor area averages 40,000 square feet, ranging from 30,000 square feet to 75,000 square feet.

The Community Center - in addition to convenience goods and personal service outlets, provides for the sale of soft lines (wearing apparel, etc.) and hard lines (hardware, appliances, etc.). A greater depth of merchandise is available, in terms of greater variety in sizes, styles, colors, prices, etc. The community center is built around a variety store or junior department store as the major tenant, in addition to two or more supermarkets. It usually has between 20 and 40 stores, and can serve anywhere between 20,000 and 100,000 people. The average aggregate building area is 150,000 square feet, ranging from 100,000 to 300,000 square feet on a site of between 10 and 30 acres or more.

The Regional Center - includes outlets offering general merchandise, apparel, furniture and home furnishings. It is built around a major department store as its core. To add greater depth and variety for comparative shopping, two department stores are sometimes included. It usually has from 50 to 100 stores. The average aggregate building floor area amounts to 400,000 square feet, ranging up to 1,000,000 square feet or more. A site with an area of between 35 and 80 acres or more is required. The regional center needs a population of at least 100,000 to 250,000 people for support.

B. THE UPTOWN BUSINESS AREA

Kingston's Uptown Business Area contains most of the City's retail establishments with regional "drawing power". Of the four business areas, it alone qualifies as a regional shopping center as defined previously. The Uptown Area is, therefore, the main factor in Kingston's regional importance as a retail trade center, and any changes in its composition of retail stores or physical layout will have a direct effect on Kingston's relation to the region.

The Uptown Area serves a trade area* of approximately 100,000 people and contains about 490,000 square feet of retail space (exclusive of gas stations) in 155 establishments. Six major chain stores, at least three of which fall into the department store category, have branches in the Uptown Area, in addition to the many smaller specialty shops located there. For our purposes, the Uptown Business Area shall be defined as bounded roughly by North Front Street, Clinton Avenue, Main Street and Green Street.

*See Section VII B for description of trade area.

A regional shopping center must base its survival on sales of "shopping goods" (General Merchandise, Apparel, and Furniture and Appliances) which attract customers from throughout the trade area. Although "convenience goods" (including food stores, gas stations, drug stores, etc.) as well as "other goods" (such as auto sales) play an important role in Kingston, they are subordinate to "shopping goods" as magnets attracting customers to a regional center. City sales for the "shopping goods" category can generally be credited to the Uptown Business Area, as it contains 374,000, or 86.6%, of the City total of 432,000 square feet of this kind of retail floor area.

An analysis of retail trends between 1948-1958 (see Table VIII-4) reveals that "shopping goods" sales have increased at a slower rate than either of the other groups and, as a result, now represent a smaller percentage of total retail sales than previously. These sales were 26.1% of total sales in 1948 and only 22.2% in 1958. This comparative decrease in the growth rate of the most vital component of a regional shopping center is indicative of the effects of the establishment, both within and outside of the region, of competing new sub-regional centers and of increased travel by shoppers from this area to more distant centers such as the Cross County Center, White Plains, and Bergen Mall, which has been facilitated by new super highways. This indication of a decline of one factor in Kingston's position as a regional retail center has occurred during a period of rising population. Based upon the possibility that Kingston will succeed in tapping a larger share of the existing market as well as a substantial proportion of the trade potential of the region's increasing population, the City's chances of increasing its sales volume are most promising. To achieve this objective, however, the facilities in the Uptown Business Area must be improved and expanded to the extent necessary to enable it to compete with the new shopping centers.

Appraisal of the Uptown Business Area

Since Kingston's principal business center has to win out in competition with modern regional shopping centers, an appraisal of its adequacy can only be made by determining the degree to which it possesses the desirable characteristics of such a center. Most new shopping centers incorporate the following:

1. At least one dominant retail establishment (usually a substantial branch of a "name" department store) which acts as a magnet to attract shoppers to the area. Two or more such stores are even better.
2. Easy access to the center (especially by automobile) and ample off-street parking, conveniently located near all stores.
3. Compact, uninterrupted retail area to facilitate one-stop shopping.

4. Exclusion of all non-retail or office uses, such as residential, heavy commercial, or manufacturing uses.

5. Attractive appearance, through harmonious architectural treatment of structures, signs, and landscaping.

Although the Uptown Business Area has several dominant retail establishments which attract customers from the entire region, the addition of another major department store would greatly benefit the area. The area itself is fairly compact and unified, with relatively few incompatible uses. However, despite their apparent interest, initiative, and financial ability, individual property owners and merchants who operate in the Uptown Business Area, have been unable to overcome several obstacles which retard its improvement. These obstacles are as follows:

1. Lack of Vacant or Available Land for Expansion or Improvement.

The Uptown Business Area is densely developed and is bounded by good residential development on the south and west, and by severe topographic barriers on the north and east. Within the area, there are few parcels which are either vacant or, if developed, available at prices conducive to retail development. Thus, although the current Uptown Business Area retail market would justify the establishment therein of at least another 100,000 square feet of retail sales space (see Section VIII B), such new buildings cannot be provided due to the physical limitations of the area.

If this situation is not remedied, the demand for additional retail space will be accommodated elsewhere in the region, thereby reducing the Uptown Area's influence as a regional center. Proof of this demand is evidenced by the recently expressed desire of no less than four developers to create sub-regional shopping centers on sites in the Kingston vicinity. One of these is within the City (on a vacant parcel adjacent to the Uptown Business Area, across the New York Central Railroad tracks) while the other three (two of which have started construction) are immediately outside the City limits. If realized, these new developments will have profound effects on Kingston's Business Areas. This is particularly true with regard to the one located within the City limits, "Kingston Shoppers' Plaza". To maintain and increase its "drawing poers", the present Uptown Business Area must be made able to absorb this new retail center while, at the same time, improving the existing facilities.

2. Inadequate Circulation and Parking. Traffic circulation in the Uptown Business Area has been improved considerably with the opening of the new arterial by-pass. However, despite removal of much of the through traffic, east-west traffic within the City must still filter through the Uptown Area streets to Lucas and Hurley Avenues on the west and to Albany Avenue and Broadway on the east. Many of the streets are narrow and can accommodate only one lane of traffic. Jogs at the Lucas Avenue-John Street, and Green Street-Converse Street intersections hamper the free flow of traffic. Throughout the area, the conflict between through traffic and traffic caused by motorists looking for parking spaces creates a general pattern of congestion which seriously interferes with the area's proper functioning.

CITY OF KINGSTON, NEW YORK UPTOWN BUSINESS AREA

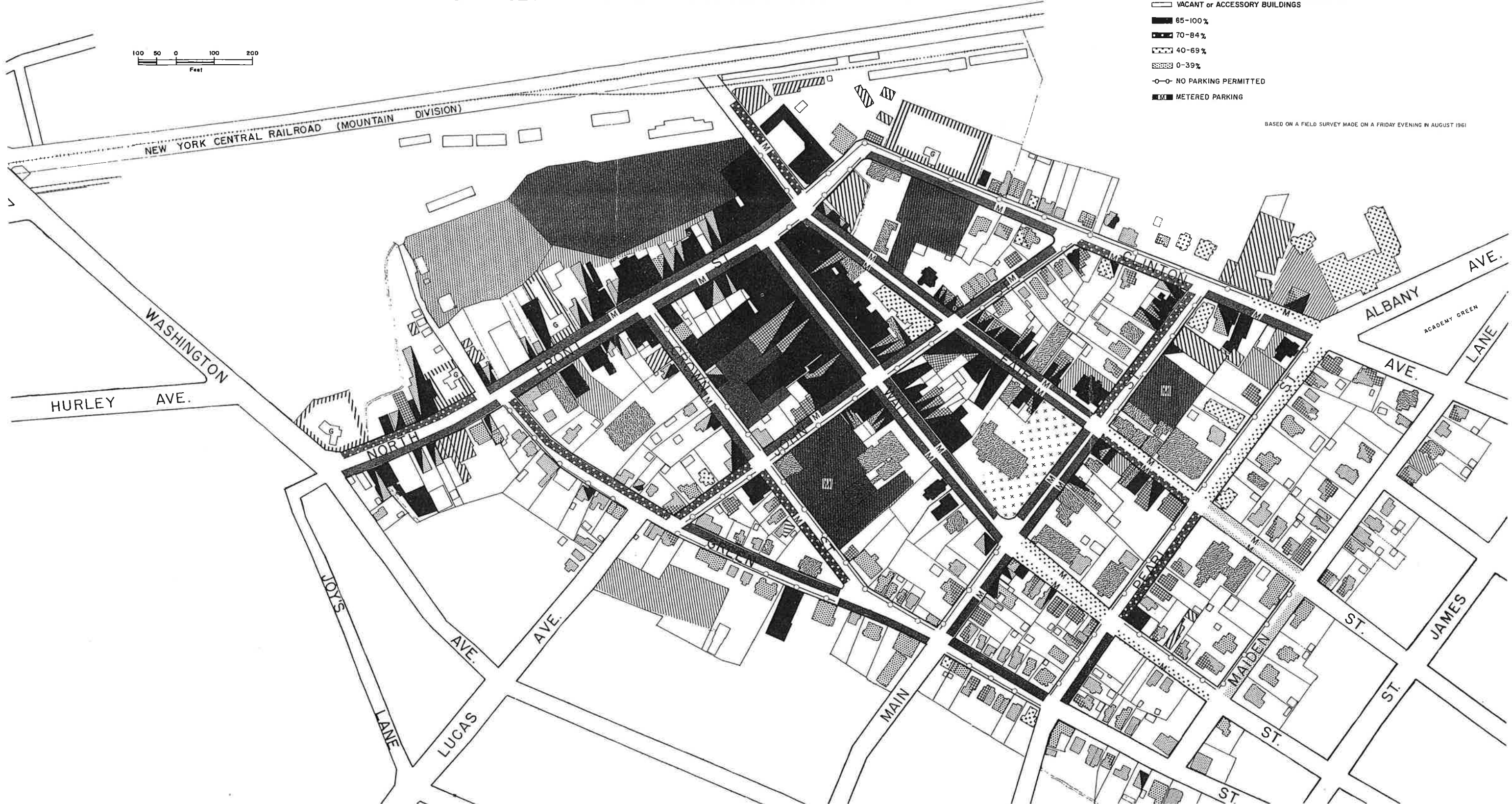
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UTILIZATION OF PARKING FACILITIES

EXISTING LAND USE

- RESIDENTIAL
ONE & TWO FAMILY
MULTI-FAMILY
- COMMERCIAL
ROOMING HOUSES & HOTELS
OFFICES
RETAIL SALES & SERVICE
- OTHER USES
WHOLESALE, OTHER COMMERCIAL & INDUSTRIAL
GAS STATIONS
PARKING
PUBLIC & SEMI-PUBLIC BUILDINGS
PRIVATE SCHOOLS, CHURCHES & INSTITUTIONS
VACANT or ACCESSORY BUILDINGS
- 65-100%
70-84%
40-69%
0-39%
- NO PARKING PERMITTED
METERED PARKING

BASED ON A FIELD SURVEY MADE ON A FRIDAY EVENING IN AUGUST 1961



The fact that parking facilities are inadequate has been long recognized by the merchants and the community. Recently the merchants themselves opened a co-operative parking lot for their customers,* but parking is still either insufficient or located too far from the main retail center to be fully utilized. The free Montgomery Ward lot and the adjacent lot leased by the Uptown merchants, separated as they are from the heart of the area by steep terrain and lack of direct access to North Front Street, thus serve only a limited part of the area. The more conveniently located parking lots in the area, as well as the curb spaces, are used to capacity during peak shopping hours.

In the summer of 1960, we conducted a survey** of parking supply and utilization. We found that the Uptown Area was served by a total of approximately 1,100 conveniently located parking spaces (see Table XI-1). Of these, 641 were off-street and 457 on-street. Based upon a very conservative standard of one square foot of parking space for every one square foot of retail floor area (see Table XI-2), it is estimated that about 1,350 spaces, or 250 additional spaces (at 350 square feet per space) are required. However, if the more desirable standard of 2 to 1, is used, the total need amounts to 2,700 spaces, or 1,600 more than presently exist.

The same survey indicated that parking spaces were severely over-utilized at peak hours (see Table XI-3). Whenever the rate of utilization of spaces exceeds 80%-85%, turn-over space is inadequate, and delays and congestion result as people "cruise" looking for available spaces. On Friday nights, the busiest shopping period of the week, excluding the seldom used lot adjacent to the Montgomery Ward lot, 86.3% of all off-street spaces were in use as were 84.0% of all metered curb spaces. The above rates of utilization include many all day spaces which cannot be utilized by shoppers. Based on this evidence, it can be stated with confidence that parking is inadequate during the hours when it is most needed.

Constantly moving traffic and parked cars seriously impede pedestrian circulation on all streets in the Uptown Business Area. This is in direct contrast with most new shopping centers which separate vehicular from pedestrian traffic by means of pedestrian malls, thus allowing free uninterrupted movement of both types of traffic.

3. Mixture of Uses Incompatible with Retail Business. This is not a major problem in the Uptown Area, but some instances worthy of mention do exist.

Public School #7 is located between Green Street and Crown Street on a site which is not only small and inadequate by modern standards, but which is so located that it forces children to cross business streets to

*The "Park and Shop", between Fair Street and Clinton Avenue.

**See "Parking Survey of Kingston Uptown Business Area", following this section.

reach it. The school is surrounded on three sides by retail uses. This use of scarce land in the City's prime retail area is incompatible and uneconomical. The school should be relocated and its site should be used for the much needed expansion of the Uptown Business Area.

Mixed residential-commercial use, has a detrimental effect on any retail area by creating substandard housing conditions and reducing the efficiency of retail operations. Such conditions as exist on North Front Street, and elsewhere in the Uptown area should be eliminated as soon as it is feasible to do so. Also, many communities have found that gasoline stations and combined automobile sales showrooms and service garages are not appropriate in a prime retail shopping area. These and other non-retail establishments interrupt and over-extend the business district, making it a less convenient area in which to shop.

4. Terrain Problems. The terrain adjacent to North Front Street and Clinton Avenue has substantially influenced the development of the Uptown Business Area. Steep declines behind the properties on the north side of North Front Street and the east side of Clinton Avenue have retarded any expansion in these two directions. These differences in elevations have also had the effect of separating the parking lots located to the north of, and behind, North Front Street from the main shopping area.

5. Multiple Ownership of Property. Efficient design in new shopping centers is possible because the property is developed under single ownership. Consequently, the number and type of stores, as well as parking areas can be determined and designed as a single unit, and the architectural appearance of all stores can be treated harmoniously. In order to achieve a similar unified character and a more efficient use of the land in the Uptown Business Area, a high degree of cooperation by all property owners will be required.

The community as a whole, as well as the merchants, will have to make a joint effort to improve the area. The improvement of individual properties is the responsibility of the property owners, while the provision of parking space can be undertaken both by those who have the means and the space to provide parking close to their stores and by the City through the provision of municipal parking. City action will be required to improve the flow of traffic through the business area. To conserve space in the Uptown Area for retail purposes and to preserve the gains to be achieved in the proposed plan, improved City zoning controls will be needed.

C. PROPOSED UPTOWN BUSINESS AREA PLAN

The proposed Plan presented herein, in both text and map form, represents the combination of detailed study and analysis of the Uptown Business Area and the application of modern criteria and methods for business area development (see Diagrammatic Sketch of Ultimate Development in the Uptown Business Area). The Plan embodies the potentials for additional retail sales and floor space discussed in

PLEASANTVILLE, NEW YORK 1961

A horizontal number line labeled "FEET" with tick marks at 100, 0, 100, and 200.



Chapter VIII as well as knowledge of impending development adjacent to the Uptown Business Area.* This Plan presents only one possibility of future development. Further studies may lead to the formulation of other adequate Uptown Business Area expansion patterns. However, before this or any other similar final plan can be realized, further studies should be undertaken to establish the relative costs of alternate parking methods, detailed plans for specific parking areas, costs of various street improvements, etc. Also the necessary actions to make such a plan possible must be taken by the City and concerned private groups.

Proposals in the Plan include the following:

1. A Pedestrian Shopping Mall, It is proposed that several streets in the heart of the Uptown Business Area be closed to vehicular traffic,** landscaped, and developed as pedestrian malls. Although the ultimate plan foresees the closing of two blocks on North Front Street, a block and a half on Wall Street, and half a block on Crown Street, it is not necessary that this be accomplished at one time. It would be more appropriate to implement the malls by stages and modify, or add, to the total Plan as knowledge of its intricacies is gained through experience.

Malls of the type recommended would enable the Uptown Business Area to provide many of the amenities which have led to the popularity of new suburban shopping centers. Shoppers could move freely from one side of the street to the other without traversing heavily travelled vehicular arteries. Parking could be consolidated in large areas immediately behind or adjacent to the stores, thus replacing the inefficient system of curb parking combined with many small off-street lots. A generally more pleasant atmosphere for shopping could be provided by the introduction of landscaping, children's play areas, and adult sitting areas.

While trials in other cities have indicated considerable public acceptance of the downtown mall concept, they have also illustrated that this alone does not offer a complete solution to a business area's problems. In order to achieve a successful, permanent mall, adequate adjacent parking facilities and a peripheral vehicular circulation system must also be created. Permanent shopping malls have been completed recently in the Cities of Kalamazoo and Miami Beach, and approximately 100 other cities are presently studying the "mall" idea.

*Throughout this Plan, it has been assumed that proposed plans for the development of a shopping center on a vacant tract between the New York Central Railroad and Federal Route 587 will be realized. This center, "Kingston Shoppers' Plaza", is currently conceived as including fifteen to eighteen stores with a floor area of 150,000-200,000 square feet.

**In the detailed design of the malls, access will be provided for emergency and any necessary service vehicles.

2. Improved Traffic Flow. Several important measures have already been taken to improve traffic flow in the Uptown Area. Federal Route 587 provides a complete by-pass of Uptown for through traffic. The New York State Department of Public Works is planning to eliminate the Washington Avenue Viaduct and widen Washington Avenue, thereby greatly improving access to Uptown. Among the further improvements which are still needed, we cite the following:

A new major street extending from Clinton Avenue to Hurley Avenue with access at Fair Street Extension, Converse Street, and Washington Avenue. This road would allow east-west through traffic to skirt the Uptown Business Area; would provide vehicular access to new parking facilities to be located behind North Front Street stores; and would form part of a vehicular loop around the proposed malls. This facility should be a two way street and should comply with the standards recommended for major streets.

Extension and widening of Converse Street to permit access to the proposed road discussed above. This improvement would complete the tight loop around the proposed malls and provide further access to new parking facilities. Also included should be the elimination of the jog at the intersection of Converse and Green Streets, to allow for a free flow of traffic. This road should also be a two way street.

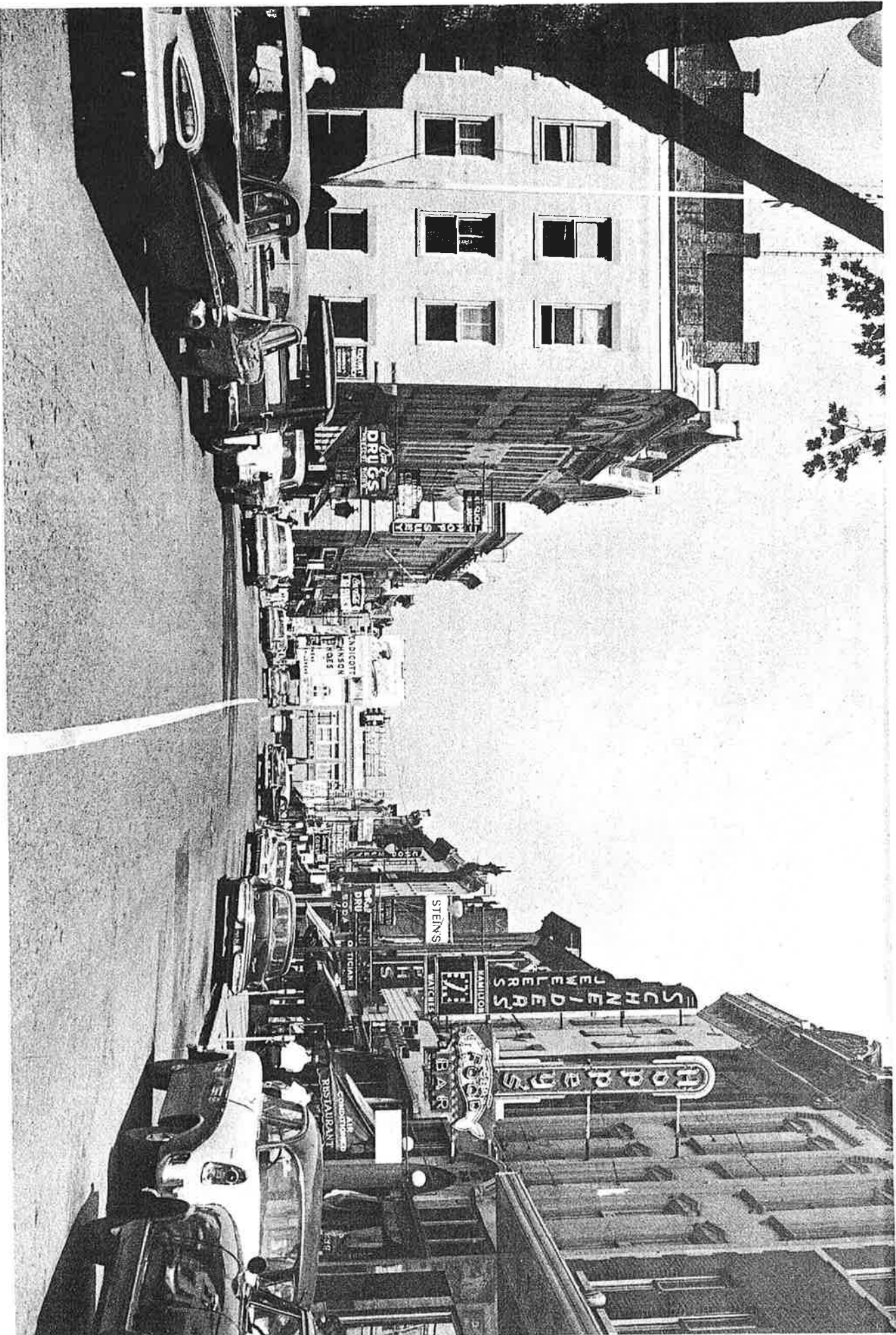
Elimination of the jog at the intersection of John Street, Lucas Avenue, and Green Street to allow a direct flow of traffic. The Lucas Avenue-John Street route provides direct access to the heart of the Uptown Business Area. The already congesting effect of this jog can be expected to create a severe safety hazard when the anticipated eventual increase in traffic volumes materializes.

Improvement of all existing streets to comply with modern standards wherever possible. Many of the Uptown Business Area streets are quite narrow. A thorough study should be made of all right-of-way widths and building set-backs to determine the possibility of street widening.

Elimination of curb parking on all those streets which cannot accommodate two or more lanes of traffic if parking is permitted. The number of off-street parking spaces provided for in the plan eliminates the need for many of the present curb spaces.

Revision and improvement of the one-way street system so as to enable it to function most efficiently with the new street pattern.

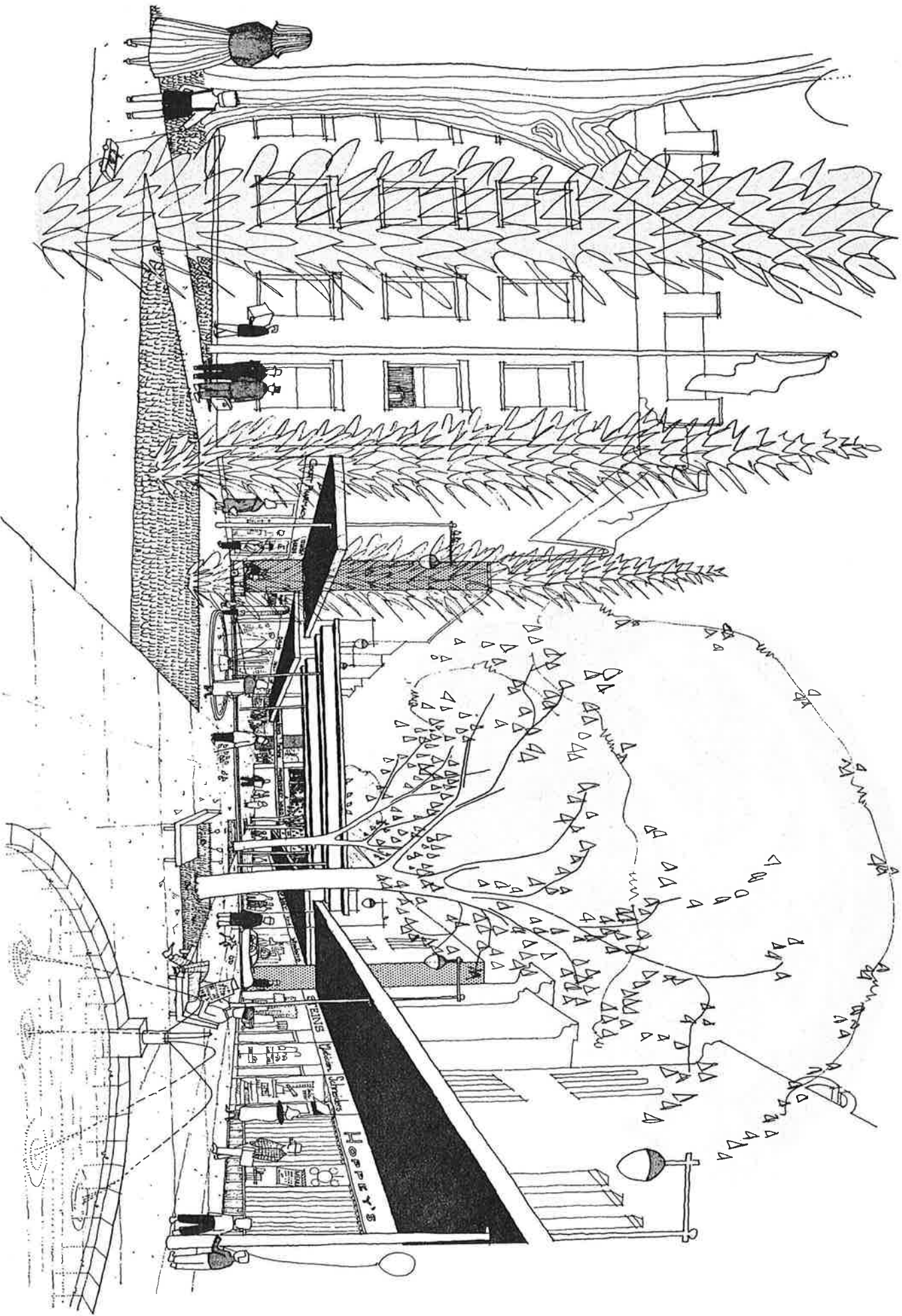
3. New Off-Street Parking Facilities. Specific recommendations regarding parking facilities will be made following a comprehensive review and appraisal of all available methods for the provision of parking in business areas. Some zoning regulations require each use to provide



WALL STREET TODAY

Uptown Business Area
RAYMOND & MAY ASSOCIATES

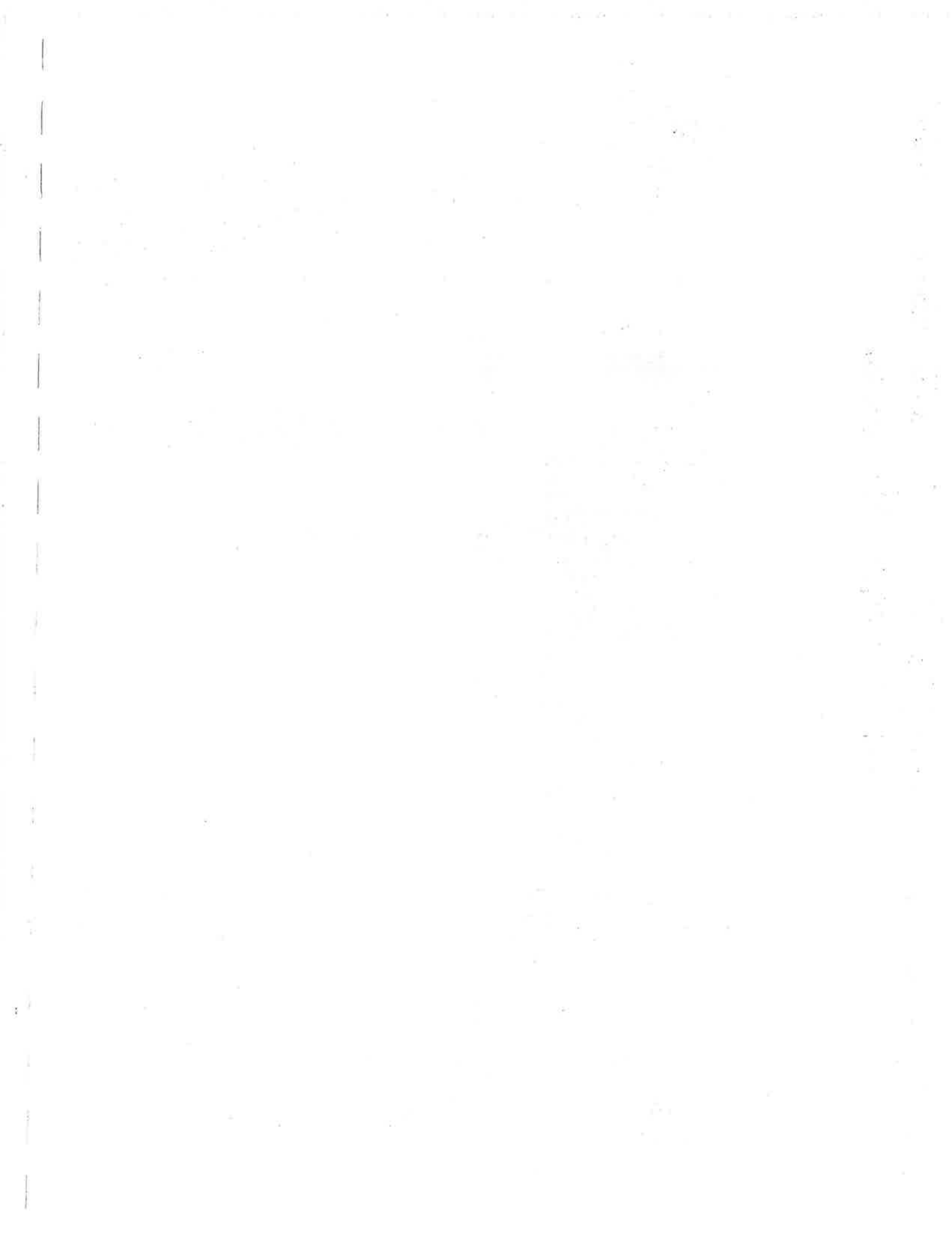
City of Kingston, Ulster County, New York
PLANNING & URBAN RENFWAL CONSULTANTS • PLEASANTVILLE, N.Y.



PROPOSED WALL STREET MALL

Uptown Business Area

City of Kingston, Ulster County, New York
PRELIMINARY CONSULTANTS . DESIGN TEAM . N.Y.



off-street parking space in a certain ratio, either on the same lot or on another lot, within a certain distance (usually not over 500 feet) of the entrance to the said use. This sort of requirement is generally effective in an as yet undeveloped area, where prospective uses can acquire lots adequate in area to enable them to comply with zoning requirements. In a built-up area, and particularly in an area where the prevailing lots are small and where the ownership is widely diffused, such requirements would fail to achieve their purpose. Also, since such requirements may be impossible to comply with following any reconstruction or enlargement of property, they may force owners to forego such improvements, thereby leading to the progressive deterioration and obsolescence of a business area.

Recent experience shows that the problem of providing adequate off-street parking space in a highly built-up commercial area can only be solved by the use of public powers (but not necessarily entirely at public cost, as explained below). Private property owners or business concerns lack the power of eminent domain -- and, therefore, are more often than not stymied in their efforts at assembling property by negotiation, at a reasonable price, for a substantial business use. Since the provision of off-street public parking is a public use, the City can assemble the necessary properties by negotiation or condemnation. By doing so, the City can insure the location of such parking areas where they will do the most good and cause the least interference with vehicular or pedestrian traffic flow (in this connection, it should be stressed that even if zoning were to require individual parking areas to accompany each new commercial use, this might well result in a multiplication of uncontrolled curb cuts to a point where crossing of sidewalks by vehicles would present a definite hazard to pedestrian traffic).

In the event that the City wishes to use the powers vested in it and assumes the responsibility of assisting in the provision of off-street parking lots, the direct beneficiaries of any such program might agree to assist in their financing. Thus the cost of acquisition and construction of the lots might be (1) assessed against benefited properties; (2) paid for, in part, through the collection of meter fees from users (shoppers, office workers, etc.); and (3) possibly, paid for, in part, by the community as a whole, through real estate taxes, inasmuch as the entire community would benefit from elimination of traffic congestion and hazards, from the enhancement of accessibility and convenience of the benefited business area, and from the enhancement of tax revenues from appreciated business property.

We are not proposing a specific off-street parking facility financing scheme. Once the basic principle is accepted, a detailed study of examples of various methods elsewhere for the establishment of various types of lots can be made in order to determine which method is the most applicable to Kingston.

Another consideration is the type of facility to be provided. Because of the relatively cheap cost and ready availability of land, most new suburban shopping centers provide parking on large lots. In the reverse situation, most large cities have found the only solution to their parking

problems to be multi-level parking structures. In the case of Kingston, a combination of these extremes seems applicable in the Uptown Business Area. Several sites are well suited for lots, while others lend themselves to the use of structures.

It was previously noted that a deficiency of 1,600 parking spaces presently exists in the Uptown Area, if a desirable minimum ratio of two square feet of parking for every one square foot of retail floor space is to be achieved.* If it is assumed that the proposed new "Kingston Shoppers' Plaza" will be developed at 150,000 square feet and that its parking area will serve only those facilities in the Plaza, the remaining 100,000 square feet of potential new development by 1975, would require, at 350 square feet per parking space, an additional 570 spaces. An additional 200 spaces will be needed to replace spaces which will be lost due to implementation of the entire plan. Thus the Plan for the Uptown Business Area must provide space for 2,370 additional cars.

It is proposed that these spaces be provided predominantly in new parking structures to be supplemented by lots. The area behind the stores on the north side of North Front Street is ideal for the use of parking structures. It is some twenty-five feet lower than the street, thus permitting three levels of parking before street level is reached. If a four level facility were used in this location its capacity would be approximately one thousand cars. The possibility of providing loading space for North Front Street stores on the upper level of this facility should be studied so that the necessity of permitting service vehicles on the proposed mall would be eliminated.

Structures providing some four hundred spaces each should be developed on the site of the present Park and Shop lot and at the westerly end of the North Front Street mall, on the south side of the street. An additional six hundred spaces must be provided on lots throughout the area as shown on the "Diagrammatic Sketch of Ultimate Development in the Uptown Business Area". Some of the latter spaces could be devoted to all day parking on the perimeter of the Uptown Area.

4. Expansion of Retail Sales Facilities. It was previously shown in Chapter VIII that a potential for 250,000 additional square feet of retail floor space devoted to the display and sales of "shopping goods" can be expected for the Uptown Business Area by 1975. A substantial portion of this potential will be absorbed by the proposed development of "Kingston Shoppers' Plaza". This section indicates how the remaining potential, 100,000 square feet, may be provided for in the Uptown Business Area.

Although the Uptown Business Area already has one department store (Montgomery Ward's), several junior department stores, and several large

*The proposed Kingston Shoppers' Plaza will provide approximately four feet of parking for every one of retail floor space.

variety stores, an additional retail focal point would be advantageous. The introduction of another department store would increase the "drawing power" of the Uptown Business Area by increasing possibilities for comparison shopping.

An ideal location for such a facility would be on the westerly end of the proposed North Front Street Mall, between Crown and Green Streets. This would create a relationship between Montgomery Ward's and the new store which would also benefit the stores situated inbetween. Such a new development would replace some of the fringe commercial uses in that area. A facility of this type might contain between 60,000-75,000 square feet of floor space.

The remaining potential should be absorbed by smaller speciality shops located on sites throughout the Uptown Business Area. As few replacements of existing stores will involve facilities of a "shopping goods" nature, no new potential will be added in this manner. Further space should be reserved for such uses in the "convenience" and "other goods" categories which are compatible with a major retail center (large drug stores, or eating and drinking places, for example).

5. Relationship with "Kingston Shoppers' Plaza". Much recent discussion has been devoted to the effects of the proposed "Kingston Shoppers' Plaza" on the Uptown Business Area. In the preceding sections we have assumed that this center will become a reality; in the following paragraphs we set forth the reasons for this assumption as well as the relationship which will be expected to develop between Uptown and the new center.

It was brought out in Chapter VIII that there exists an untapped potential for 144,000 square feet of floor area devoted to "shopping goods" in the Uptown Business Area. The presence of this potential, as well as the general agreement as to its existence, is borne out by the recent start of construction on two sub-regional shopping centers within a half mile of the City limits. Although these two centers may absorb some of this potential, it does not appear that the range or quality of goods they propose to offer would pose a substantial threat to the Uptown Area, but only if the latter were to be fully revitalized. For this reason, the presence of the smaller new centers was assumed to have no effect on the development potential of the Uptown Business Area if supplied with adequate parking, improved traffic flow, a pedestrian mall, and other recommended improvements.

Virtually all of the untapped potential, as well as a substantial proportion of the 1975 potential will be used up by the proposed "Shoppers' Plaza", a major center devoted principally to "shopping goods", to be located not only within the City limits, but right adjacent to its principal business area. The site selected is the only one having a sufficient area for the purpose, either in or adjacent to, the Uptown Business Area. The existence of demand for such a center and the uniqueness of the site assure its development along retail lines, whether as a result of this

scheme or of another one in the near future. From the City's standpoint, growth which is complementary to, rather than in competition with, its main business area is much to be preferred. Therefore, in our study, we have assumed that the "Shoppers' Plaza" will become a reality.

However, unless carefully designed, a shopping center on this site does not, in itself, connote either good or evil for the Uptown Business Area. Of vital importance to both Uptown and the proposed "Kingston Shoppers' Plaza" is the relationship that will be established between them. We believe that the success of both lies in the closest possible integration of the two areas. The unification of the new center with the existing business area in a complex of over 500,000 square feet of selling and service space, will enable Kingston to provide a single, modern, well diversified shopping area to serve all of its trade area residents. The strength and attraction of this type of facility would surely be capable of withstanding the inroads of new, smaller centers in the area.

By far the most essential aspect of this unification is the physical integration of the two areas. Every effort should be made to locate the new buildings as close as possible to the old, thus minimizing walking distances between the two. At the request of the City Planning Board, we have met with the developer and have assured the proposed locations of stores in the center in closest proximity to the Uptown Area. As the two areas are separated by the New York Central Railroad tracks, it would be greatly beneficial to overpass the tracks with a pedestrian extension of the Wall Street Mall, to the nearest new store.

To prevent such a pedestrian walk from becoming merely a "dead" space between the two areas, the area behind Montgomery Ward's should be fully utilized. The erection of parking structures with access to the walk is one solution. Stores on the upper level of the parking structures, with frontage on the walk, would contribute even further towards making the walk an integral part of the business area. These, and other measures which may emphasize the over-all unity of the Uptown Business Area, will contribute to its successful future.

Were the "Kingston Shoppers' Plaza" to be developed as a separate entity, with separate facilities, the possibility of comparison shopping between the two would be largely eliminated. The Uptown Business Areas' effectiveness as a major retail center would thus be seriously reduced.

6. Promotion of Office Development. There is already a trend in certain parts of the Uptown Business Area towards the increased development of offices. Several former residences have been converted to professional buildings and many offices are maintained on the ground floor of residential structures. This trend should be encouraged, as it adds to the diversity of the City's economic base, in addition to strengthening the facilities in the Uptown Area. To promote more office development, the Proposed Zoning Ordinance suggests the classification of certain portions of Uptown as O-2, Limited Office. This classification permits medium density apartments as well as office uses.

This Plan proposes that two additional areas be ultimately developed with new offices. One, along Clinton Avenue, is presently occupied by residences and fringe commercial uses. The other is a largely vacant four-acre tract, bounded by Washington Avenue and North Front and Converse Streets. Its size enables it to be easily adapted to a campus type office development, while its location is most desirable due to its accessibility from the Thruway and other major arteries. Although present plans are indefinite, a site on the present County parking lot has been designated for a future Ulster County office building. Those parking spaces to be lost should be replaced immediately to the south of the present lot.

7. Architectural Treatment. Design standards for the architectural treatment of the front and rear of stores, as well as the design of signs and street lighting should be agreed upon by all merchants and property owners. The creation of an over-all unity of design would contribute towards a more pleasant atmosphere for shopping. Steps in this direction have recently been taken by the Uptown Businessmen's Association with the placement of potted shrubs along many Uptown streets. However, this one step is only a beginning. Although some stores have been modernized in recent years, others are becoming visibly obsolete. Substantial improvements of both the outer facades and the interiors of such establishments is essential if the Uptown Business Area is to maintain or expand its retail sales.

8. Cooperation between the Uptown Businessmen's Association and the City. Improvement of the Uptown Business Area is a large task which involves both public and private effort. Both the Uptown Businessmen's Association and the City have taken an active interest in improving the area. Their continued cooperation, interest, and energies are essential to the effectuation of any Plan.

D. THE BROADWAY (CENTRAL) BUSINESS AREA

1. Analysis and Appraisal. The Broadway Business Area is an elongated strip of commercial establishments situated on either side of the City's major north-south artery. Under the previously cited definitions of retail center types, this area best qualifies as a community center. Although it contains well over a hundred stores, it has no major tenant as a focal point, and serves a limited trade area. Therefore a much greater percentage of the customers in the Broadway Area are "local" than is the case in the Uptown Area. Many of the retail shops are of the "convenience goods" or service type and, in place of a department store, several supermarkets provide the "drawing power" for the area.

The length of the "ribbon" development of the Broadway Area is one of the main impediments to its development as a modern shopping area. Few modern centers require shoppers to walk over 600 feet, while Broadway extends for nearly a mile, a distance which makes "one-stop" shopping an impossibility in many cases, and results in shoppers having to use their cars several times during one shopping trip. This tends to increase traffic on Broadway, especially "cruising" for a parking spot, while at

the same time adding to the inconvenience of the shopper. The cumulative effect of these factors is to detract considerably from the desirability of Broadway as a shopping area.

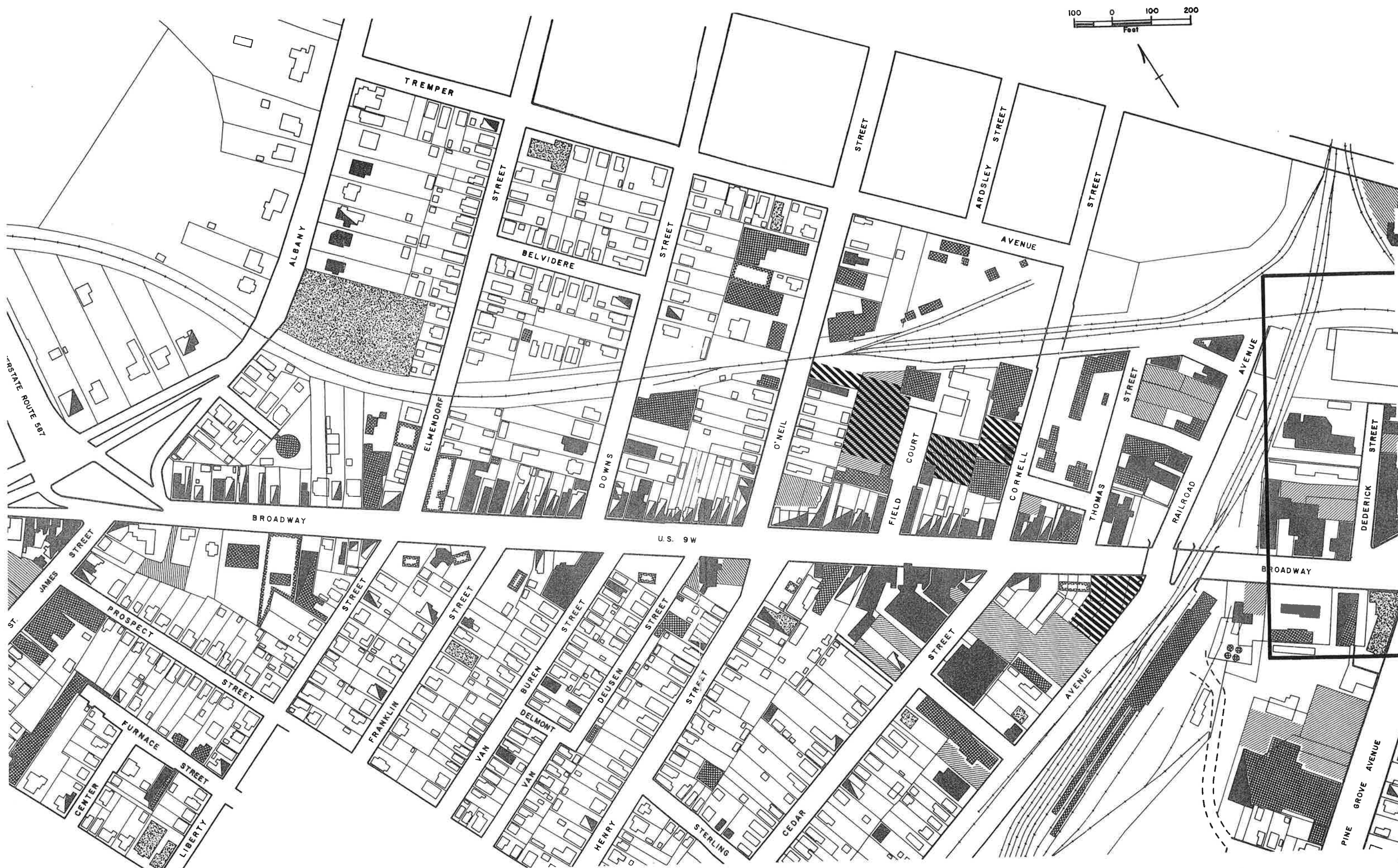
Due to the length of the shopping area the resulting increased traffic on Broadway has detrimental effects on the entire traffic pattern in the area. Local traffic mixes with through traffic causing delay and congestion on this heavily travelled artery. The lack of off-street parking facilities further contributes to congestion, as parkers entering and leaving curb spaces interfere with the movement of through traffic.

The principal contributor to the "strung out" character of Broadway is the intermingling of many uses which are incompatible with, and detrimental to, a retail trade area. Uses such as gas stations and automotive sales lots, and non-retail uses such as wholesaling, occupy a great deal of street frontage, adding to the length of the area, and making walking distances between stores prohibitive.

2. Recommendations and Proposed Plan for the Broadway Business Area. Any plan for the Broadway Business Area must begin by providing off-street parking facilities and stricter land use controls, in conjunction with proposals to alleviate vehicular congestion on Broadway. However, these should also be supplemented by measures to improve the esthetics of the area. Some of these measures would have to be sponsored by the City, while others would result from cooperation among private property owners and tenants. Sign controls embodied in the Proposed Zoning Ordinance would fall under the former body; store modernization is the province of the latter; while installation of street trees, landscaping, etc., might be shared by both.

The creation of off-street parking facilities would serve a two-fold purpose. It would make shopping in the area more pleasant and convenient and would also aid in eliminating some of the traffic problems on Broadway. In general the land abutting Broadway is quite solidly developed, but there are several locations which lend themselves to the creation of parking facilities. These locations (see Broadway Business Area Plan) are either vacant, or contain development of such a limited nature that the cost of acquisition would probably be relatively low.

Although a number of locations are appropriate for the creation of off-street parking facilities in the Broadway Area, the demand would not justify their immediate installation. It is recommended that several sites be considered for immediate development, while the development of the others be postponed to such time as it may be proven that sufficient demand exists. A survey of proposed off-street parking sites made by the Automobile Club of New York in, October 1955, indicated that, at that time, demand was not sufficient anywhere along Broadway to accommodate a self-liquidating parking lot. Parking demand has increased in the six years since, and it is our opinion that, self-liquidating or not, off-street parking is necessary to preserve and enhance the Broadway Area.



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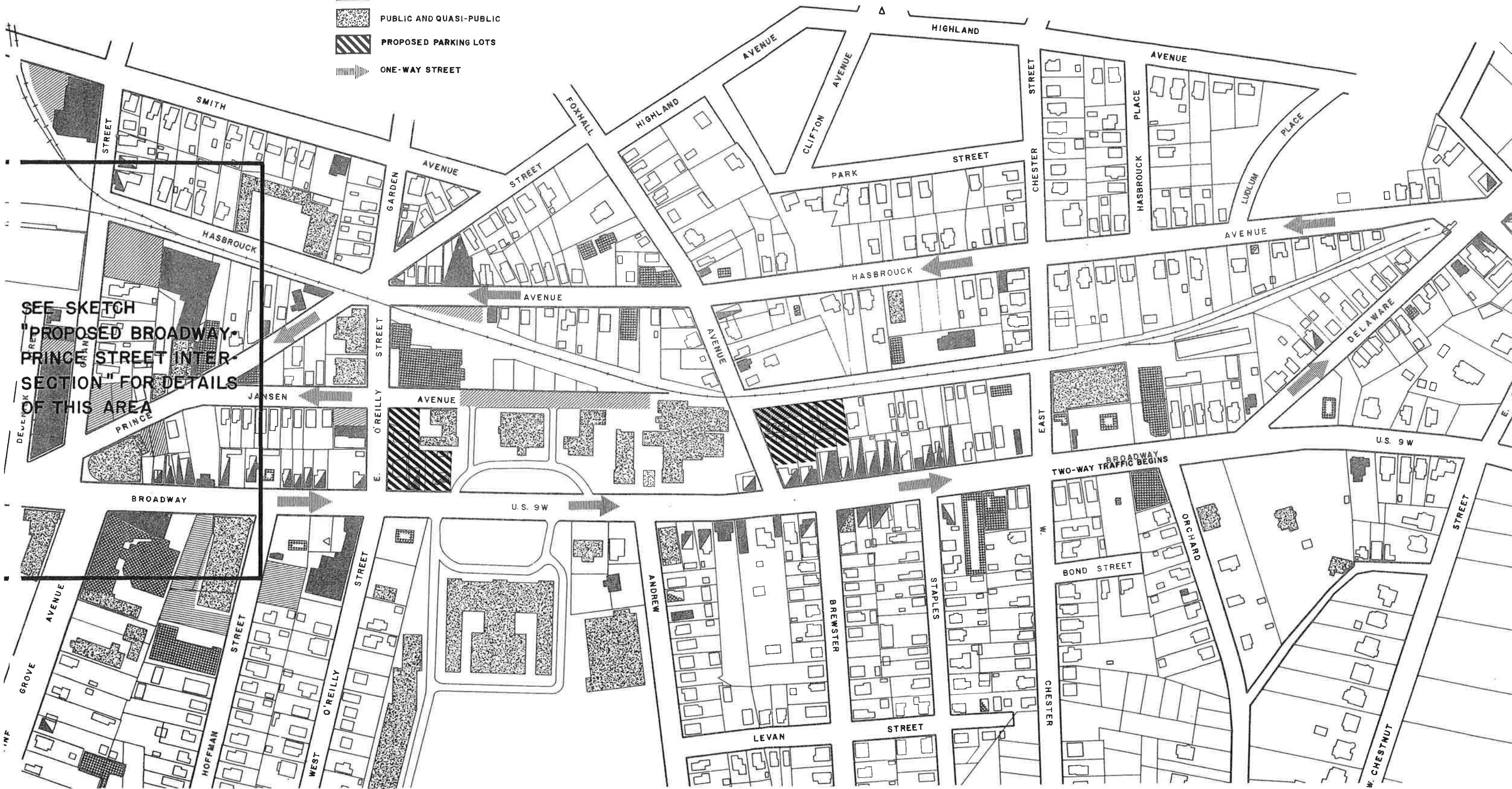
STATE ROUTE 587

U.S. 9W

EXISTING LAND USE

-  RESIDENTIAL
-  RETAIL SALES AND SERVICES, AND OFFICES
-  WHOLESALE, OTHER COMMERCIAL, AND INDUSTRIAL
-  GAS STATION
-  PARKING
-  PUBLIC AND QUASI-PUBLIC
-  PROPOSED PARKING LOTS
-  ONE-WAY STREET

CITY OF KINGSTON, NEW YORK BROADWAY BUSINESS AREA RAYMOND & MAY ASSOCIATES · PLANNING & URBAN RENEWAL CONSULTANTS · PLEASANTVILLE, N.Y. PARKING AND CIRCULATION PLAN



Two proposed lots are especially worthy of immediate consideration. One is located on Field Court, the other between Broadway and Jansen Avenue on the south side of East O'Reilly Street, adjacent to City Hall. These two lots would be best situated to serve the existing demand. The Field Court location is in the area of greatest retail concentration along Broadway and almost directly opposite the movie theatre. It has direct access to, and is only a 150-200 foot walk from, Broadway. The Jansen Avenue-East O'Reilly Street location is convenient to City Hall, the City Hospital, and Kingston High School. These three uses all generate a considerable amount of traffic, thereby making parking in this area generally difficult. These two lots should have highest priority in the parking program for the Broadway Area.

Three other locations deserve consideration for future parking lot purposes. All three are located near major parking generators and would alleviate present congestion. One of these sites, which has direct pedestrian access to Broadway, is directly opposite the municipal auditorium. The second is located on the southwest corner of Broadway and Railroad Avenue, adjacent to the existing Grand Union lot. Although raised above Broadway, pedestrian access could be provided by means of stairs. The third is adjacent to the railroad on the east side of Foxhall Avenue, directly opposite the City Hospital.

The realization of the two lots intended to serve the City Hall area should enable the reservation of spaces therein for City Hall employees. Thus the parking area immediately behind City Hall could be reserved for visitor parking. These new lots, as well as the other three mentioned above, would accommodate much of the parking demand and remove parking which presently overflows into neighboring residential streets.

Land use controls, as described in the Proposed Zoning Ordinance, are aimed primarily at preventing the development of incompatible uses side by side. No use can operate efficiently in the same area with other uses of a different character, having different requirements. The Broadway Area would be helped tremendously by these controls, as they are essential to the maintenance of an integrated shopping area.

Of foremost importance in controlling new development, is the recently adopted amendment to the existing Zoning Ordinance requiring "Site Development Plan Approval" by the Planning Board prior to the issuance of a Building Permit for all buildings other than one, two, or three family residences. This amendment, proposed by us, provides for review of all plans, as part of which the Planning Board may require such changes or additions as they may deem necessary to protect the best interests of adjacent uses and the City as a whole. In this manner, all parking layouts, curb cuts, building locations, landscaping, etc., could be controlled in the public interest. Other controls incorporated in the Proposed Zoning Ordinance, (such as sign controls, maximum building coverage, minimum setbacks and yard sizes, etc.), would further contribute to the improvement of development practices in the City.

Relief of traffic congestion on Broadway, which would be partially achieved by the provision of off-street parking facilities, could be further accomplished by certain street and circulation pattern improvements. South of the railroad underpass at Greenkill Avenue, Broadway has only two moving traffic lanes, while north of the underpass it has a four lane capacity. It is this constriction that is the main source of traffic delays on the entire artery.

It is proposed that, south of its intersection with Prince Street (which is just south of the underpass), Broadway be made a one-way street, with traffic moving in a southerly direction as far as the East Chester Street intersection. At the same time, Hasbrouck Avenue, which parallels Broadway one block to the east, should be made a one-way northbound street, from Delaware Avenue to the Prince Street intersection. Prince Street would be widened, the pavement improved, and made one-way, with traffic moving westerly, from Hasbrouck Avenue to Broadway, while Delaware Avenue from Broadway to Hasbrouck would be one-way in an easterly direction. Thus, half of the traffic volume would be removed from the congested area of Broadway and transferred to Hasbrouck Avenue which is a less travelled artery. Traffic lights could be timed to permit continuous, uninterrupted movement of traffic on both streets. Traffic would remain two-way north of the Broadway-Prince Street intersection, where the width is adequate to handle greater traffic volumes. The result of this improvement would be quicker, easier movement for through traffic and less congested, more pleasant streets for shoppers and local traffic. The only alternative to this solution would be to widen the lower portions of Broadway to four lanes, which is virtually impossible due to the high expense of acquiring the many buildings which abut its narrow right-of-way.

E. THE ALBANY AVENUE BUSINESS AREA

1. Analysis and Appraisal. The development of the Albany Avenue Business Area, located on Albany Avenue between Flatbush Avenue and the City line, has been precipitated by the advent of the automobile, and is therefore oriented towards, and dependent upon, automobile trade. The principal tenants are gasoline stations and automobile sales and service establishments, supplemented by several food stores and eating and drinking places. These are predominantly "convenience" type facilities, servicing local residents or through travellers, both of whom shop by automobile. The prime hazard of roadside development is uncontrolled growth, and some of the effects of such growth are apparent in the Albany Avenue Area. On some sections of Albany Avenue there are no curbs, and access to retail facilities, as well as parking, is completely unregulated. If not properly controlled, the interference of uncontrolled access with through traffic on a major artery can cause hazardous traffic conditions. Store customers are forced to turn into or across heavy traffic at unsignaled points. Since cars thus entering the roadway between intersections cannot be anticipated by the through driver, they frequently cause accidents and always hamper traffic flow. These conditions, which are quite prevalent on Albany Avenue, provide a general deterrent to customers who do not wish to be so inconvenienced or subjected to such hazardous conditions.

The Albany Avenue development is also plagued by insufficient parking. If off-street parking is not adequate, shoppers are forced to park on the major arterial which carries heavy, fast moving traffic. Parking on Albany Avenue reduces its traffic capacity and movement in and out of such spaces along the road creates unnecessary dangers for both shoppers and through traffic.

Residential uses mixed with roadside development result in undesirable conditions for both types of uses. Residential uses require numerous access drives which further contribute to the previously cited conditions. Furthermore, by extending and breaking up the commercial area, residential uses prevent the formation of cohesive commercial development which could take advantage of its unity by such means as combined parking lots. Nor is a desirable residential environment apt to exist along a heavily travelled artery which spawns roadside commercial development. Most instances of residential development which do occur have a tendency towards blight, which further detracts from the soundness and attractiveness of surrounding uses.

2. Recommendations. Increased off-street parking, traffic controls and careful site development control under the zoning power, combined with other zoning regulations, are the recommended measures designed to improve the situation along Albany Avenue. The Proposed Zoning Ordinance contains measures requiring certain types of establishments to provide sufficient off-street parking facilities to alleviate the necessity for parking on an artery such as Albany Avenue. Furthermore, the width and spacing of access driveways from one another, as well as the distance between such driveways and the nearest intersection can be regulated through the "Site Development Plan Approval" procedure, so as to eliminate hazardous traffic movements. These regulations would apply to all new development.

All existing curb parking on Albany Avenue, between Flatbush Avenue and the City line, should be eliminated. If restored in the future, it should only be done when proper curbs are installed and a sufficient road width provided, so that parking will not interfere with traffic flow. However, on a highway facility of this type it is most desirable to prohibit curb parking altogether.

The modern comprehensive zoning regulations embodied in the Proposed Zoning Ordinance will prevent the future mixture of residential and commercial uses, as well as restrict the growth of existing mixed uses. This will facilitate the creation of unified, attractive roadside development.

F. THE RONDOUT BUSINESS AREA

The Rondout Business Area is the only true "neighborhood shopping center" among Kingston's four business areas. It originated as a center for the rapidly growing Village of Rondout in the mid-Nineteenth Century, but as new development occurred in the surrounding area, new shopping centers also grew, which not only prevented the Rondout trade area from expanding,

but actually reduced it. The area now consists predominantly of old, out-moded stores, located on the ground floors of tenement houses. A continuing pattern of business loss has evolved and the centers have captured almost all but the strictly local "convenience" type sales. This history of declining trade is clearly illustrated by the fact that twenty-one of the sixty-seven stores on Broadway and East Strand (the main commercial area) are vacant, as are forty-six of the one-hundred-twenty-nine stores in the entire Rondout Area.

The entire Rondout Business Area is encompassed by the General Neighborhood Renewal Plan (GNRP) which we have prepared for the City as the first phase of its urban renewal program. The GNRP contains plans for the redevelopment of the area, as well as proposals for its attainment. This Plan (discussed in Chapter XV, Urban Renewal Program) recommends several urban renewal treatments (e.g., clearance, or conservation) for the various portions of the Rondout Area.

As part of the GNRP, the Rondout Area retail market was studied in great detail. This study defined the trade area of the Rondout Business Area (see map of Rondout Retail Trade Area) and made recommendations as to the nature and extent of future development. In general, it was determined that the Rondout trade area is strictly limited to its own neighborhood and that its future should be oriented toward a continuation of such trade. It is proposed that the current scattering of largely deteriorated stores be replaced by a single, unified, modern, neighborhood shopping center. The type of center suggested would contain approximately 60,000 square feet of retail floor space on a five acre site supplied with adequate parking, landscaping, etc. The location of this proposed center is shown on the map entitled "Land Use Plan, Rondout Urban Area". Every effort should be made to achieve the effectuation of this Plan to halt any further loss of sales in Rondout.

TABLE XI-1

UPTOWN PARKING FACILITIES*

Uptown Business Area, Kingston, New York

<u>OFF-STREET PARKING*</u>	
<u>Type of Facility</u>	
Parking lots - Metered	184
Parking lots - Fee	139
Free Customer lots	224
Free lot leased by merchants	70
Other	24
TOTAL OFF-STREET PARKING	614
<u>CURB PARKING</u>	
Metered Street Spaces	370
Free Street Spaces	97
TOTAL CURB SPACES	467
GRAND TOTAL SPACES	1,108

*Based on a survey made in July, 1960 by Raymond & May Associates.

**Does not include customer lots of less than 10 cars or two bank lots.

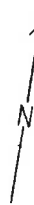
CITY OF KINGSTON

ULSTER COUNTY NEW YORK

RONDOUT RETAIL TRADE AREA

RAYMOND & MAY ASSOCIATES · PLANNING & URBAN RENEWAL CONSULTANTS · PLEASANTVILLE, NEW YORK
LARRY SMITH & COMPANY · REAL ESTATE CONSULTANTS · NEW YORK, NEW YORK

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- RONDOUT GNRP PROJECT BOUNDARY
- ▨ RONDOUT PRIMARY TRADE AREA
- ▩ RONDOUT SECONDARY TRADE AREA

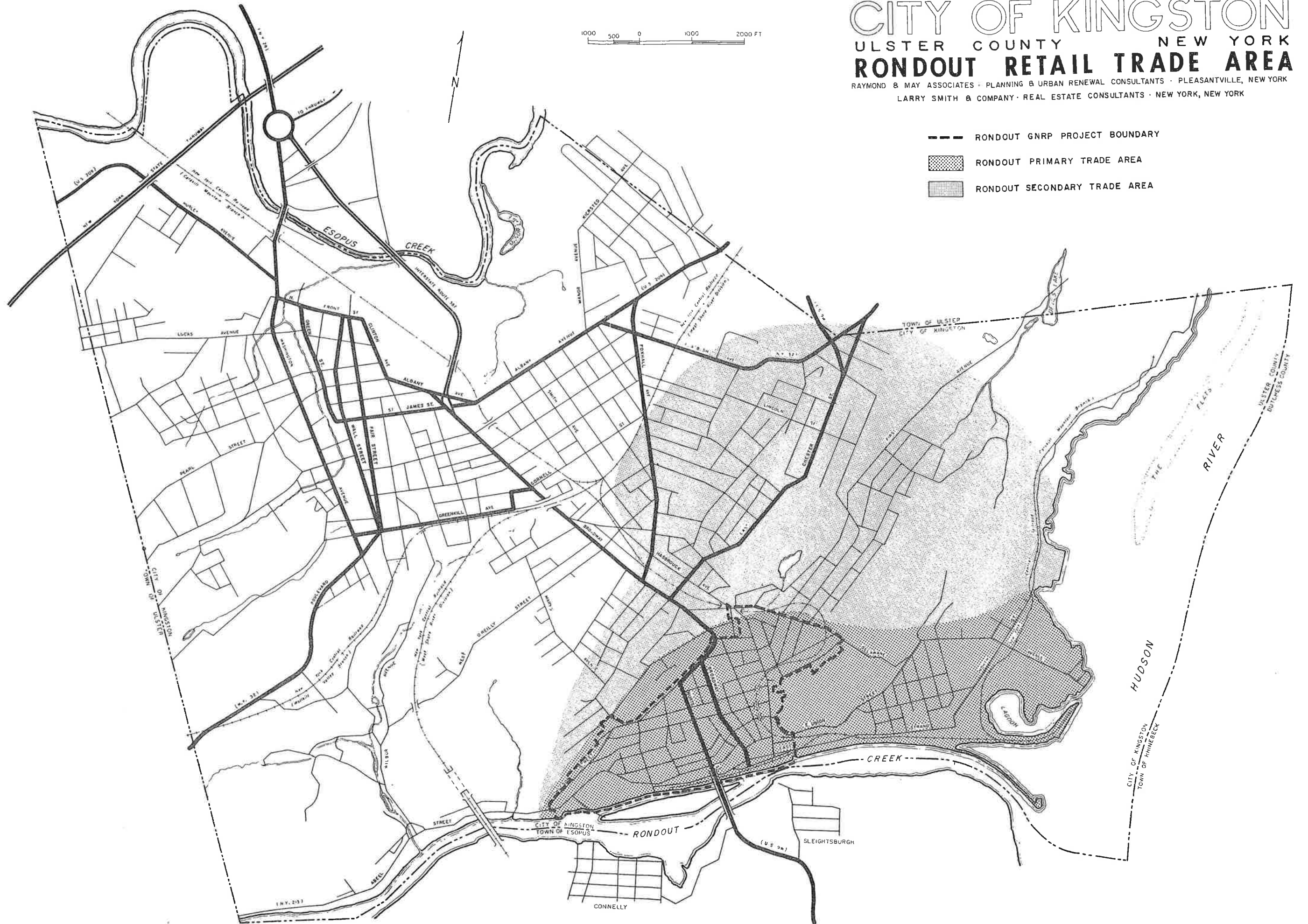


TABLE XI-2

RETAIL FLOOR SPACE BY RETAIL CATEGORY

Uptown Business Area, Kingston, New York

Retail Category	Number of Stores	Gross Floor Space in Square Feet
Food Stores	10	13,000
Eating and Drinking Places	20	20,800
General Merchandise Stores	10	218,600*
Apparel and Accessory Stores	47	114,700*
Furniture and Home Furnishings	14	41,100*
Automotive Sales and Service	5	22,899**
Gas Stations	5	68,800**
Lumber Hardware, and Building Material Establishments	6	12,700
Drug, etc.	7	12,500
Other Retail	31	32,000
Vacant Stores	7	9,500
Totals	162	566,500

*Figures developed by Larry Smith & Company as part of the
"Marketability and Land Utilization Study" for Rondout GNRP.

**These categories not included in computations of parking need due to
difficulty in determining how much space is actually devoted to retail
sales. Without them the total is 474,900.

Source: City of Kingston Tax Maps, field survey by Raymond & May
Associates, 1960.

TABLE XI-3

PARKING UTILIZATION*

Uptown Business Area, Kingston, New York

	Total Spaces	10-12 A.M.		3-5 P.M.		7-9 P.M.		Average	
		Number	%	Number	%	Number	%	Number	%
TOTAL OFF-STREET PARKING LOTS	641	470	73.3	384	59.9	508	79.1	454	70.8
Metered	184	180	97.8	120	65.2	165	89.7	155	84.2
Fee	129	80	57.5	75	53.9	105	75.5	87	62.3
Free Customer	224	182	81.2	158	70.5	203	90.6	187	80.4
Free Merchants	70	7	10.0	10	14.1	15	21.4	11	15.2
Other	24	21	87.5	21	87.5	20	83.3	20	86.1
TOTAL METERED CURB SPACES	370	220	59.4	221	59.5	211	84.0	251	67.6
Inner Core**	200	149	74.5	135	67.5	194	97.0	159	79.6
Outer Ring	170	71	41.7	86	50.5	117	68.8	91	53.6
Free Street Spaces	97	86	88.6	77	79.4	72	74.2	79	80.7
GRAND TOTALS	1,108	766	69.1	682	61.5	891	80.3	779	70.3

*Results of a survey made on a Friday in August, 1960, by Raymond & May Associates.

**Inner Core - Bounded by North Front Street, Fair Street, Main Street and Crown Street.

PARKING SURVEY OF KINGSTON UPTOWN BUSINESS AREA*

Before an analysis of the parking situation can be attempted it is necessary to determine which parking facilities serve the Uptown Business Area. After field observation and discussions with a number of local merchants, it was established that the Uptown Business Area includes most of the commercial establishments and their related customer parking, bounded in general by North Front Street, Green Street, Pearl Street and Clinton Avenue.

The streets west of Green Street are not only too distant from the commercial area, but are also used for all day parking by Business Area employees. For these reasons they are not available or desirable for customer parking. Washington Avenue, north of North Front Street, is too distant from the main business sector. The streets south of Pearl Street are largely residential and, although all day parking is permitted, are less than half utilized, indicating that they are not used for customer parking. The streets southeast of Clinton Avenue cannot be included in the Uptown Business Area because they are a part of a separate small shopping area along Broadway. This area has its own parking facilities and is therefore, not related or dependent upon the parking demands generated in the Uptown Business Area.

Table XI-3 indicates the nature of the parking problem in the Uptown Business Area. On Friday evening, the peak period during the week, 80% of all available spaces were utilized, while the average utilization for the day was 70.3%. The parking lots in the area were 79.2% utilized on Friday evening and 70.8% on the average. However, this figure includes the free merchants' lot which is never more than 20% utilized. When it is excluded, the maximum figure for the remaining lots becomes 86.3 and the average 75.8 indicating that very little free space is available for adequate turnover. Metered spaces were utilized at a rate of 84.0% on Friday night and 67.6% on the average. However, the inner core had a maximum figure of 97.0% and an average of 79.6%. This inner core figure is most significant in light of the Kingston area shoppers' desire to park as close to their destination as possible. Increased off-street parking facilities would take the heavy load off the metered street spaces and leave them available for quick turnover parking.

Free street spaces were 70.3% utilized, but the peak period was during the day, indicating that these are used for all day parking.

The following generalizations may be drawn from interviews with a substantial number of local merchants:

The consensus of opinion was that more off-street parking would best accommodate the parking problem. Almost all merchants felt that improvement of the merchants' lot and direct access to North Front Street would be of great help and go a long way towards solving parking problems. At present it is in poor repair and too distant from the main shopping area,

*Based on a field survey on a Friday in August 1960 by Raymond & May Associates.

being used only about 15-20% of capacity. If properly designed it would accommodate 75 to 100 cars and many more in a parking structure.

On the whole, the feeling among the merchants seems to be that more long term (3 hour or more) off-street parking, and short term on-street parking, is desirable.

All merchants agreed that since the opening of the by-pass and the introduction of the one-way system, traffic has improved, although there is still an occasional tie-up on Friday nights. Recently, part of North Front Street was returned to two-way operation, but, after a short period, a petition has been filed to return it to one-way traffic.

A majority were in favor of a landscaped pedestrian shopping mall if ample off-street parking were provided. They felt it would attract more people to the area. Some were not certain, but none expressed objections to a mall.

The conclusions drawn from this survey are that a significant parking problem does exist, especially in the light of anticipated future growth of the Uptown Business Area. However, the means to eliminate such parking problems as now exist are available. Improvement of the merchants' lot behind North Front Street would help a good deal as it would make available more curb spaces for short term parking.

XII. COMMUNITY FACILITIES PLAN

The size, type, and quality of a municipality's community facilities determine to a great extent its character, attractiveness, and desirability. As incomes, standard of living, and leisure time increase, people expect and require more services from the community. Kingston has made efforts to accommodate this increasing demand for the community facilities involved with varying degrees of success. In this section, the present adequacy of such facilities will be analyzed, and recommendations will be made for their improvement based on both the future need created by population growth and the continuing trend toward more such services. All recommendations are based on consultation with the appropriate officials and with the Planning Board.

The successful implementation of these recommendations depends entirely on their being made part of a long range Capital Improvement Program (see Chapter XVI) designed to enable the City to achieve the goals of the City's Comprehensive Development Plan.

A. RECREATION PLAN

A park and recreation system plan is concerned with the location, type, area standards, and adaptability of sites for park and recreation uses rather than with detailed plans for their development and operation. The planning of the recreation system must be coordinated with the planning of other community facilities and services such as schools, major thoroughfares and all other essential elements of community life.

To serve the recreational needs of children and adults, an adequate amount of properly located recreation space should be provided for each residential area. Residential areas which lack adequate space for recreation activities (or which are served by facilities that are too distant or inaccessible for children) tend to be considered less desirable than areas which are well equipped with recreation facilities, and, consequently, tend to depreciate in value.

The recreation system plan for the City of Kingston should be based on the following:

1. The recreational requirements of the population to be served.
2. The kind and quantity of land needed to meet those requirements.
3. The land available and suitable for the kind of recreation to be supplied. (As a rule, land chosen for recreation purposes can be land which is of relatively little value for other uses. However, if such land should be unavailable, it would be in the public interest to earmark for recreation purposes whatever land is best suited therefor, regardless of its potential for other uses).

4. The most efficient coordination of all available public and private agencies concerned with providing recreation activities within the City (e.g., Board of Education, Recreation Department, etc.)

Existing Recreation Program and Facilities

1. Programs. The City of Kingston has already accepted recreation as an important part of normal life and is cooperating with agencies such as the Kingston Boys' Club, the Y.M.C.A. and other private and public agencies in providing recreation facilities and programs.

The City Recreation Department is operating (1) ten parks and play areas in its summer program; (2) the Recreation Center which is open the year around, (after school and Saturday mornings); (3) the public beach; and (4) in the winter, three ice skating rinks. The Recreation Department also uses three schools for supervised recreation programs.

In addition to the supervised outdoor recreation program, the Department also has the following program:

- a. Movies scheduled nightly in the various parks throughout the City. (Family programs)
- b. Dances held once a week in the various parks.
- c. Field trips to various points of interest conducted for children.
- d. Sports of all types conducted on a league basis for all age groups in the City.
- e. The Forsyth Zoo operated by the Parks Department (a part of the Recreation Department) for which animals are loaned to the City by the Catskill Game Farm.
- f. Arts and Crafts, as part of the recreation program for each park.
- g. Field and Track meets, a dog show, organized picnics, and band concerts.

In the Recreation Center, in addition to a program for boys and girls in organized sports, the Recreation Department conducts games, movies, dances, and arts and crafts, and also provides facilities for other activities such as church dances, business meetings, organizational meetings, church parties, and so forth.

Recreation programs are also offered by the following agencies:

Y.M.C.A. These facilities, all contained in the "Y" building on Broadway, are quite complete. However, larger indoor facilities are needed for the comprehensive programs that the "Y" runs throughout the year. This is especially true since these facilities are used throughout the year on a scheduled basis by many other groups in the City (i.e., Boy Scouts, church groups, women's groups, service clubs, etc.) for swim parties, dinners, dances, meetings, movies, and indoor sports. All types of indoor sports, activities and special features are part of the regular program.

Kingston Boys' Club. The Boys' Club program is also of a high standard, but the facilities of the Club, located on Greenkill Avenue, are very inadequate. The Club, which is open after school and on Saturday mornings, provides games, wood working, arts and crafts, and a reading room. The Boys' Club uses the George Washington School gymnasium about six hours each week and, in warmer weather, the Metropolitan Park (across the street from the Club Building) for supervised activities.

Jewish Community Center. The center has a planned recreational program which includes a nursery school, older women's group, arts and crafts, art classes, games, reading room, meeting rooms, and class rooms. The George Washington School facilities are used by the center for active recreation.

Y.W.C.A. This group has a limited program for girls from 12 years up. There are weekly meetings for various age groups and clubs, a recreation room for games and dances, and a limited summer program which was begun in 1959.

2. Facilities. A variety of recreational facilities are available to Kingston residents (see Table XII-2) among which are the following:

Forsyth Park (18 1/2 acres) is situated in the Twelfth Ward on Lucas Avenue approximately a quarter-mile from Washington Avenue. While primarily a picnic area, Forsyth does contain several facilities for active recreation as well as playground equipment. The most popular aspect and the biggest asset of the Park is the Zoo where many species of animals and birds are housed for the enjoyment of all. A building connected with the Zoo contains stalls for the animals during the winter months.

Hasbrouck Park (45 acres), situated in the Fourth Ward on Delaware Avenue near Murray Street, contains both athletic and playground equipment. The Park is used a good deal for large organizational picnics, which are sometimes held in the large Pavilion on the upper level of the Park. This level is situated on a cliff which provides an excellent view of the Hudson River.

Block Park (4 acres), located in the Seventh Ward on Abeel Street, adjacent to the Rondout Creek, contains ball fields and playground equipment as well as a Pavilion.

Cornell Park (3 acres), also in the Seventh Ward, on Wurts Street, contains a play area and an area for sedentary games, although its steep terrain prohibits the installation of any athletic fields.

Hutton Park (3 1/2 acres), off Clifton Avenue near Lincoln Street, contains play equipment and several ball fields.

Lawton Park (13 acres) is situated just off the Boulevard near the City line. It is primarily a picnic park with a small playground area. A large rustic cabin used by many groups as a meeting site or for large picnics is located in the Park.

Academy Green Park (1.5 acres), is situated at the intersection of Albany Avenue, Clinton Avenue and Maiden Lane. It is essentially a neighborhood park where people can sit in a pleasant atmosphere. The only equipment are benches and a wading pool located in the center of the park.

Municipal Stadium (12.9 acres) located off Washington Avenue is the site of most large scale outdoor athletic events in the City. It has seating accommodations for as many as 4,300 persons, lights for evening events, and parking and rest room facilities. Ice skating is provided in the winter.

The Public Beach (18 acres), which is leased for the purpose, is the only outdoor swimming facility available to the public in Kingston. It includes rest rooms and a picnic area.

Colonial Gardens (10 acres), situated on Flatbush Avenue in back of the Colonial Gardens Housing Development, is a new park which is being improved each year. It contains playground equipment, a basketball court and a baseball area.

Loughran Park (8 acres) and Metropolitan Park (1.8 acres) are not owned by the City, but are available for recreation purposes.

George Washington School and #2 School are operated by the Recreation Department after school hours with permission of the School District. George Washington School has indoor gymnasium facilities as well as outdoor playground equipment, while #2 School has only outdoor equipment.

Strubel's Pond and Kingman Pond are leased by the City and operated as ice skating rinks in the winter.

The Hudson River and Rondout Creek have a vast recreational potential for either boating or fishing which has been little utilized so far in the City's recreation program.

3. Attendance at Recreation Facilities. There were 2,248 children registered in Kingston's summer park program, in 1960, a gain of 12% over 1959, and the park facilities were used by 79,467 persons (children and adults) in the same period, a rise of 38%. In addition, it is estimated that 51,000 more people used the park facilities on weekends (Saturday afternoons and Sunday) during the summer season of 1960 (June 1st to October 1st).

The public beach facilities were used by 37,035 persons in the summer of 1959, although this figure declined to only 23,000 in 1960.

Ice skating facilities at the three locations provided by the Recreation Department (Kingman Pond, Strubels Pond, and the Municipal Stadium) were used by 34,130 persons from December 7, 1959 to February 12, 1960.

Table XII-1 shows the average daily attendance at the parks along with the total attendance figures for each.

Present and Future Recreation Needs and Standards

1. Recommended Standards

a. Overall Recreation Standards. Table XII-3 summarizes the recommended space and service area distance standards for the basic recreation facilities comprising a recreation system. The recommended site area standards are based on figures developed by the National Recreation Association through its continual study of the leisure time needs of communities, large and small, throughout the country, and adopted fairly uniformly from coast to coast. The total basic park and recreation space standard recommended is 10 acres per 1,000 population. This figure includes only the amount of public recreation space which should be provided by the City.* Twenty-five to fifty percent of the total area should be developed for active recreation.

The National Recreation Association further recommends that, for each 1,000 persons, local facilities be supplemented by at least 15 acres of regional recreation area. This type of area (designed for activities requiring a larger area than can be provided in most cities, such as extended canoeing, camping, fishing, or hiking trips) is usually provided by County, State, Regional, or Federal Park Agencies.

*The National Park Service has stated that more than 10 acres per 1,000 persons may be needed in villages and small cities, because "The preservation of natural topographic features - water fronts, rugged terrain and stream valleys - should be done on a generous scale, even though the result may be that the total gross area of recreation space within the community may become as high as one acre to fifty of its inhabitants (or 10 acres per 500)."

It should be noted that the standards presented herein should not be applied blindly, without regard to local differences. Local conditions (such as topography, climate, pattern of major roads, population density and distribution, the economic condition of the community and of its inhabitants, and other similar factors) have a decisive influence on the type and amount of recreation space needed as well as on the possibility of its attainment. However, standards do offer a norm or a point of departure and, as such, they can form the basis for the intelligent development of local plans. These standards should be reviewed and reappraised from time to time, and, if found advisable, adjusted to changing conditions.

b. Specific Recreation Facility Standards. A modern recreation system is comprised of several types of facilities which differ in function, size, location, service area and development. These facilities can be grouped in two general classifications: first, those which are required in all residential neighborhoods, which are readily accessible to all and which are used for active or organized recreation; and second, those which serve the entire City. In the former group are the play lot (or pre-school lot), neighborhood playground, playfield, and neighborhood park; the latter group includes large city parks, large reservations, stream valleys and special recreation areas, or facilities such as swimming pools, indoor athletic facilities and the like.

Frequently, it is advantageous to provide two or more types of facilities in a single area. For example, a section of a neighborhood playground can be developed as a play lot or as a neighborhood park with facilities for adults, or a playfield can sometimes be developed as part of a city park.

The following is a summary of the chief characteristics of the major types of recreational facilities which comprise a city recreation system:

Play lot. The play lot is a small play area especially designed for use by pre-school and kindergarten age children. This age group requires a protected play area, separated as much as possible from other play areas and activities. Preferably, such an area should be provided as part of the neighborhood playground, in which case it should be surrounded by either a wall or wire fence (planted with a hardy vine cover) or by a suitable hedge, adequate to shield the small children from the potentially dangerous activities of the older children using the playground. The importance of providing play lots in one-family residential districts is less than in two, three- and multi-family districts, where yard space is usually inadequate. However, even in one-family districts, play lots can fulfill a recreational and social function by providing a meeting place for mothers and play facilities of a more varied nature than those usually found in individual yards.

Aside from a small, hard-surfaced, multi-use area, a play lot should have a few pieces of simple, safe equipment (such as chair swings, regular swings, sand box, and a slide and climbing apparatus suitable for young children). Ample grass area for running and circle games is also necessary. Benches for mothers, located within the enclosure and properly shaded from the intense summer sun, are also essential if the area is to serve its function adequately since, in order to serve pre-school children, the area must be sufficiently attractive for their mothers to bring them there.

A wading and spray pool is also a desirable feature. However, this facility should not be provided unless sanitary facilities are available on the site.

The Neighborhood or Small City Park. The neighborhood, or small city, park is a relatively small area primarily intended to provide an attractive setting and a place for quiet passive recreation within easy walking distance of those it is intended to serve. The small park is essential in multi-family and dense one-, two-, and three-family districts. It is also desirable in lower density residential areas as an alternative to the "home and lot" for recreation and informal social contact. In recent years the development of small parks (the former "public squares" familiar to all) has been relatively neglected due to over-emphasis in the planning of communities on playgrounds and other active play areas.

Neighborhood parks can either be developed as part of a playground or playfield or as a separate facility. The small park is also desirable in non-residential areas as a place of rest for the shopper, and of relaxation for the worker during his lunch hour.

Playgrounds. A child needs a place where he can play freely, without ruining flower beds, breaking windows, or creating disturbances of varied types in the neighborhood in which he lives. The playground fills this need by being equipped specifically for constructive play, free from the possibility of destruction or disturbance to neighborhood homes and property. The modern neighborhood playground is an area which serves primarily the recreation needs of children from 5 to 16 years of age.

The ideal location for a playground is as near as possible to the center of the residential neighborhood it is to serve. In most cases, it is desirable to locate it at, or adjacent to, an elementary school site so that maximum use may be made of the school property, when not in school use, for community recreational purposes and also so that the school may take advantage of the community equipped playground when school is in session.

Playfields. A playfield is a recreation area providing a variety of facilities primarily for the use of adolescents (over 13 years of age) and adults. A playfield usually includes a separate playground for

the use of the neighborhood children. It makes possible valuable and popular forms of recreation that require more space and a wider variety of facilities than is available on a playground. A portion of the playfield is sometimes developed as an athletic field for highly organized sports such as baseball, football and track. Being a multi-purpose facility which provides for the activities of all ages, the playfield should serve as the recreation center for several neighborhoods or a large section of the City.

Large City Parks. A large City park is a relatively large tract of land forming, if possible, a complete "landscape unit"; that is, one which has exceptional natural features such as a section of a wooded valley with a stream, creeks, or river running through it, or the entire basin of a pond or small lake extending to the top of the higher land all around.

The primary purpose of a large City park is to provide a pleasant environment in which one can engage in a variety of recreational activities, including many which depend upon natural features. A large City park may also provide a cultural center for City-wide activities and interests.

Although it is seldom possible to secure the desired effect in an area of much less than 100 acres, if such an optimum cannot be realized, a minimum of 50 acres should be acquired for such use. A further reduction of these standards may be permissible in the case of either parks located in natural stream valleys or of parks abutting large bodies of water.

2. Quantitative Evaluation of Kingston's Recreation Facilities.

When comparisons are made between the area devoted to recreation in Kingston and that recommended in the foregoing standards, the deficit in the City's recreation facilities becomes apparent (see Table XII-4). Presently, Kingston has only 151.7 acres, or just over half the 292 acres needed to serve its population. As population increases, need will also increase until, as the ultimate population of 45,000 is reached, as proposed in this Comprehensive Development Plan, the City will require 450 acres, or more than three times the land now devoted to recreation. The following section contains recommendations designed to enable the City to both meet existing, and plan for its future, recreation needs.

Recommendations

After more than three hundred years of development, the City of Kingston still contains a considerable amount of vacant land. We recommend that the City take advantage of this situation now, to provide adequate recreation facilities for both its present and future residents. Although existing parks and other facilities are well distributed throughout the City, most areas are in need of increased recreation space. This is true both in the densely developed central sections which presently lack adequate facilities, and in the less developed outer areas in which most future growth will occur.

The effectuation of the plan proposed herein should be undertaken in stages geared to the pace of residential development, and should, therefore, take a substantial number of years. Since it is quite possible that future recreation needs will change due to shifts in age and distribution of population, the proposals made herein should be reviewed periodically in order to determine whether or not they should be adjusted accordingly. For instance, the increasing demand for public recreation facilities and programs in recent years has necessitated constant upward revision of recreation space and facility standards. If such trends continue, present-day proposals, based as they are on present-day standards, may seem just as out-of-date a few years hence as the minimal standards suggested early in the century are today.

For purposes of this report, recreation facilities have been divided into two categories, City-wide and neighborhood. Proposals for the neighborhood recreation systems are discussed in Chapter XIII, "Neighborhood Plans and Analysis", while those for the establishment of a City-wide system follow. The locations of all recreation facilities existing and proposed are shown on the "Community Facilities Map" and the "Land Use Plan" map.

The Forsyth Park-Municipal Stadium complex (City Park P-1*) is already a functioning part of the City-wide recreation system. This facility will gain further City-wide importance with the construction of a new junior high school on some 30 acres adjacent thereto. It is recommended that this new school be equipped with a complete set of recreation facilities, especially playfields, to relieve the burden on the present High School and M. J. Michaels School facilities. Its location in the most rapidly growing section of the City, plus its unique zoo facility, guarantee this park ever increasing use.

It is also recommended that the abandoned Ulster County Quarry and the New York State Department of Public Works equipment yard which abut the park and school property, be acquired. These facilities are incompatible both with the adjacent park-school complex and with nearby residences. The quarry is not only unsightly, but also represent a hazard, as does the storage and movement of heavy equipment in the Public Works yard. If the quarry itself were covered, filled, fenced or otherwise eliminated as a hazard, the quarry property, especially, could serve a useful purpose as a parking lot for the municipal stadium.

City Park P-2 is proposed for development along the Twaalfskill Creek in the Thirteenth Ward. It is recommended that some 150 acres of land, the majority of which is bounded by Wilbur Avenue, South Wall Street, the New York Central Railroad, and Abeel Street, be acquired for the purpose of creating a park. The land in this area is predominantly vacant and its location, in an attractive stream valley, is ideally suited for trails, picnic areas, camping facilities, etc. Also included in the 150 acres is

*Numbers referred to are those shown on the "Community Facilities Plan".

the abandoned Clearwater Park on the west and the land between Twaalfskill golf course and the railroad on the east (connected to the main body of land over the railroad tunnel).

Since the City has no such facility, now, while it can easily be acquired, is the most logical time to develop one. Furthermore, the City is in a position to take advantage of a recently passed New York State law (the Park and Recreation Land Acquisition Act) which provides that the State can supply 75% of the acquisition cost for new park lands in excess of fifty acres or for additions of not less than twenty-five acres to existing parks if the total exceeds fifty acres. It is also conceivable that additional financial assistance may become available under the Open Space provisions of the recently passed Federal Housing Act of 1961.

Hasbrouck Park (City Park P-3) is presently serving as a City-wide facility. Its excellent view, picnic facilities, and large pavilion make it a very desirable location for family and group gatherings. The park cannot be expanded beyond its present limits because of the area's rough topography. Therefore, the best course of action is to maintain the upper two levels of the park substantially as they are. However, development of a neighborhood park-playground, in conjunction with the existing playfield, on the lower level, would be quite desirable, especially in light of the imminent construction of the Hasbrouck Elementary school on an adjacent site.

City Park P-4 (including the present public beach) is proposed on Kingston Point. This site is an ideal one for a City-wide, waterfront facility, as it has frontage on the river as well as on a sheltered lagoon, either of which could be used for swimming or boating. Although the public beach, which is presently leased, covers only some eighteen acres, the entire point is well over fifty acres. The City has already made application, (under the previously cited law) for funds with which to acquire most of the land on the point. Other negotiations have been made to have sanitary land fill deposited in the swampy areas of the point, thus making available more solid ground. It is recommended that acquisition and development of this site be accomplished at the earliest opportunity.

In addition to beach facilities, a swimming pool would be a very desirable asset to the park, as many people prefer the stricter control on safety and water conditions afforded by pool facilities. No public swimming pool is available in the City, and this site is the most desirable, both as to size and location. Engineering studies to determine cost and feasibility should be made prior to any further planning. In addition to the provision of improved bathing facilities and a fully equipped marina, it would be most desirable to develop the interior of the point for picnic grounds, playfields, etc.

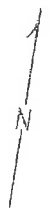
A City Golf Course is lacking in Kingston and would fill a gap in the City's recreation system. It is recommended that if the City does not acquire the existing Twaalfskill Golf Course, it should investigate the possibility of developing a new one in the area of Manor Lake in the north-eastern portion of the City. This area is low and prone to occasional

CITY OF KINGSTON

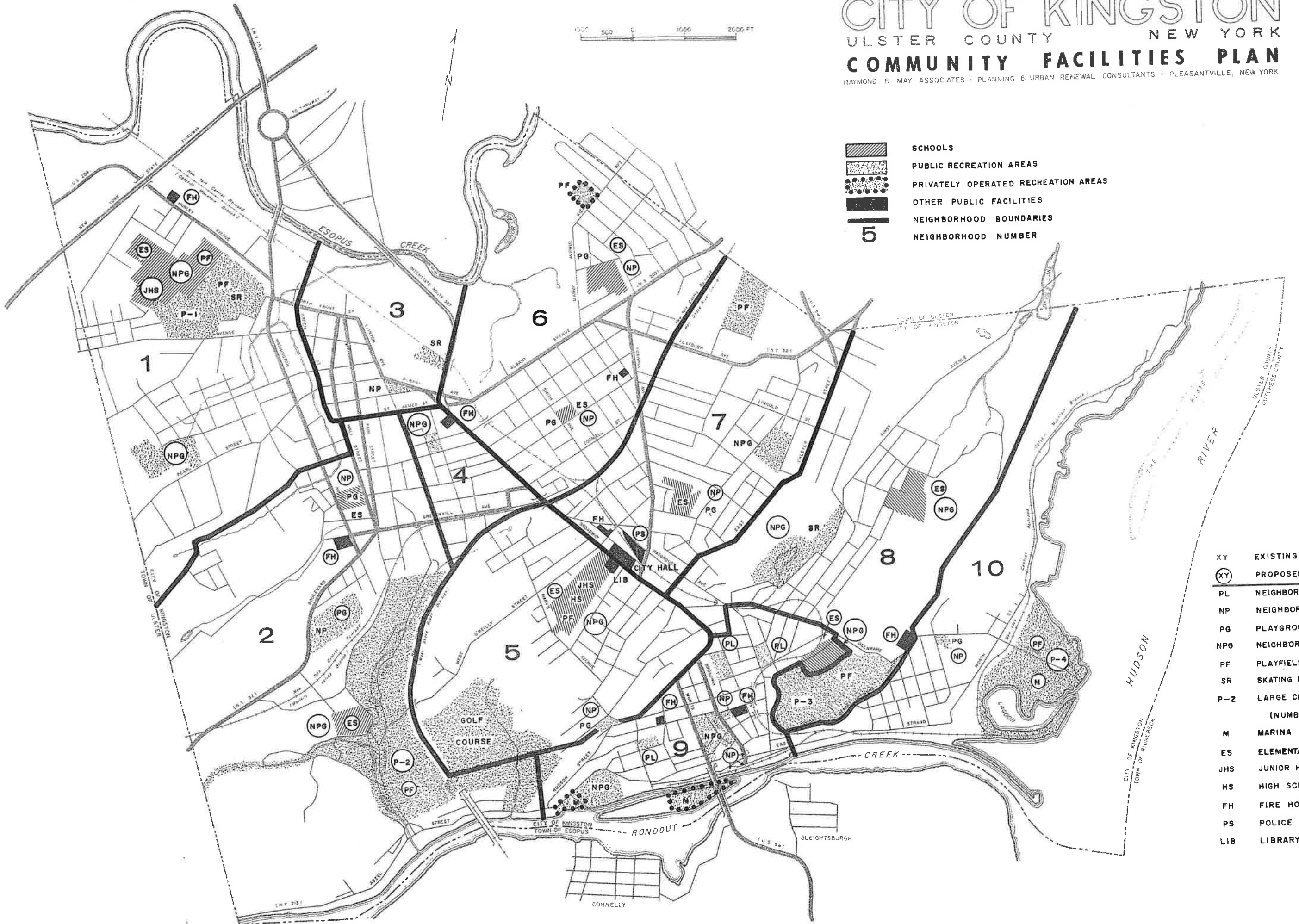
ULSTER COUNTY NEW YORK

COMMUNITY FACILITIES PLAN

RAYMOND & MAY ASSOCIATES - PLANNING & URBAN RENEWAL CONSULTANTS - PLEASANTVILLE, NEW YORK



- SCHOOLS
- PUBLIC RECREATION AREAS
- PRIVATELY OPERATED RECREATION AREAS
- OTHER PUBLIC FACILITIES
- NEIGHBORHOOD BOUNDARIES
- NEIGHBORHOOD NUMBER



XY	EXISTING
(XY)	PROPOSED
PL	NEIGHBORHOOD PARK-PLAYL
NP	NEIGHBORHOOD PARK
PG	PLAYGROUND
NPG	NEIGHBORHOOD PARK-PLAYGF
PF	PLAYFIELDS
SR	SKATING RINK
P-2	LARGE CITY PARK
	(NUMBERS REFER TO TE)
M	MARINA
ES	ELEMENTARY SCHOOL
JHS	JUNIOR HIGH SCHOOL
HS	HIGH SCHOOL
FH	FIRE HOUSE
PS	POLICE STATION
LIB	LIBRARY

flooding from the Esopus Creek, thereby making it relatively useless for more intensive use.

Marinas are gaining in number in the Kingston area as the popularity of boating increases. There are several presently located along the Rondout Creek and further public or private use of Kingston's waterfront for this purpose should be encouraged. Marinas would not only aid the City in preserving its shore line, but would also enable the City to profit either from the revenues brought in by a municipally operated facility, or from taxes paid by a private one.

The proper development of both new and existing recreation areas requires the professional help of qualified landscape architects. Only with such assistance will the results obtained be of the highest type and satisfactory for years to come. Detailed plans should be prepared for the ultimate development of all definitely selected recreation areas, even though, initially only partial development may be contemplated.

Advantage should be taken in this regard of the Federal funds which are available, through the Community Facilities Administration section of the Housing and Home Finance Agency, to prepare plans for future recreation areas. These funds are provided in the form of interest free loans, repayable only when, and if, the proposed development takes place. Plans for Kingston Point Park might be prepared with the aid of such funds.

B. SCHOOLS

Much attention has been recently devoted to Kingston's schools, which are a vital component of any community facilities system. The quality of the school system may well determine a family's choice of a given community. It is thus essential for the City to achieve the best possible school system, not only to provide the most modern and effective educational facilities for present residents, but also to encourage new population growth.

1. Present Facilities and Plans. The City of Kingston is a part of the Kingston Consolidated School District which includes the Chambers, Hurley, Lake Katrine, Port Ewen, and Tillison districts. Existing facilities within the City consist of eight K-6* elementary schools for the almost exclusive use of City residents. The single junior high school for grades 7 and 8, and senior high school for grades 9-12, also located in the City, serve the entire Consolidated School District. In addition to the public school system, there are four parochial schools which serve the kindergarten through the eighth grades, and a private girl's school which includes first through twelfth grades. Although there are no parochial high schools in the area, recent discussion has explored the possibility of building one just outside the City limits.

*K-6 = Kindergarten through sixth grade.

Due to the advanced age and inadequate facilities of many of the City's schools, the Consolidated School District has recently undertaken an extensive building program. This consists in part of constructing new facilities to replace existing ones and in part of additions and improvements to existing facilities to be retained.

The School District has recently acquired or is in the process of acquiring sites for three future schools. A site adjacent to the existing junior and senior high school, fronting on Mary's Avenue, has been purchased for the purpose of constructing a new K-6 elementary school to replace existing School #2. Plans for the school building and its site have been recently submitted to the Planning Board and received Site Development Plan Approval. The school is scheduled to go into construction in the fall of 1961 or Spring of 1962.

A site of some 30 acres adjacent to Forsyth Park and the Municipal Stadium has been acquired for a new junior high school, to accommodate between 1,000 and 1,200 students. This new school would permit the elimination of double sessions at M. J. Michaels Junior High School and would also allow ninth grade classes which now attend the high school, to be distributed between the two junior high schools. This measure would have the effect of increasing the capacity of the high school. Bids for the construction of the new Junior High School will be taken in September.

Negotiations for a third school site, on a portion of Hasbrouck Park, are now underway. An application has been approved by the New York State legislature to permit the City to deed park land to the School District. This site would be used for a K-6 elementary school to replace Schools #3 and #4.

Improvements and additions to Schools #5 and #6 are now being completed. Thus, in the next few years, five of the City's eight elementary schools will be either replaced or improved and a new junior high school will be added. In the future, the needs of a growing population should be carefully evaluated and further replacements and the eventual provision of new school facilities considered at the proper time.

2. Present and Future School Enrollment. In the school year 1960-1961 there were 2,031 students enrolled in the K-6 elementary schools, 1,380 in the junior high school, and 2,31 in the senior high school. As students at the junior and senior high school are residents of both the City and the remainder of the School district, any projection of their enrollments is equally dependent on growth factors outside of and within the City. Furthermore the potential development of a parochial high school immediately outside the City makes such a projection extremely tenuous. Therefore, for purposes of this report, it is appropriate to project only K-6 elementary school enrollments for the future.

The simplest method of predicting future school enrollments is to project the present school children per dwelling unit ratio for the future number of dwelling units. However, although this method is a good approximation,

it should be emphasized that such factors as a change in the birth rate, development of new private or parochial schools, or substantial change in income distribution may somewhat alter this ratio. Therefore, it is recommended that more detailed studies be made periodically to determine specific school needs.

The projection attempted herein has used the current ratio of elementary school children per Dwelling Unit by the 1950, rather than the 1960, definition* because the 1960 Housing Unit definition includes quasi-households which are not apt to contain school children. It has been determined that there were approximately 8,900 Dwelling Units in the City in 1960 and, therefore, the ratio of elementary school children per unit was 0.32. Assuming that this ratio will remain the same, the ultimate capacity of the City under the provisions of the Comprehensive Development Plan might add 4,730 Dwelling Units, or approximately 1,500 elementary school children.

New development cannot occur equally in all areas of the City and the Land Use Plan proposes that certain areas be developed more intensively than others. It can be expected, therefore, that this additional elementary school enrollment will not be distributed evenly among the school service areas. Several areas will have to absorb the vast majority of new children, while others will be unaffected. The problem thus created can be solved by a combination of new school construction and re-arrangement of some school service area boundaries.

3. Recommendations. The recommendations presented herein are a broad indication of the measures that should be taken to adequately accommodate the City's ultimate elementary school population. It is assumed that more intensive studies will be made before the implementation of any of these proposals, which are essentially a guide for future actions. It should also be understood that these proposals are intended for execution over the entire period of Kingston's development and are not expected to be undertaken until such time as they may be warranted.

Although its replacement is not included in the Board of Education's present plans, it is recognized that School #7 is both poorly situated and lacking in necessary facilities. Its cramped site in the Uptown Business Area does not permit more than a minimum amount of outdoor recreation space, and the surrounding streets are heavily traveled by cars and trucks. Furthermore, it is not centrally located with respect to its service area and will become less so as more new development takes place in the western extremities of the City.

It is recommended that a portion of the site of the new junior high school, adjacent to Forsyth Park, be reserved for the development of a new elementary school to replace School #7. This school, intended to serve

*See Chapter VII for a more complete discussion.

the same area as School #7, should be able to accommodate some 200 to 250 students in addition to the approximately 325 presently enrolled. As most of the new dwelling units in this area will probably develop in medium density garden apartments west of the Thruway, the proposed school site would be central to its entire service area. Abandonment of the existing School #7 would leave its site available for a use more compatible with adjoining uses in the Uptown Business Area.

School #8, although remodeled several years ago, is also poorly suited for its function. Its site is particularly minimal for recreation purposes and it is bounded on all sides by streets. Ultimately, its use as a school should be discontinued and its students transferred to the George Washington School, which is adjacent to its service area and is a new, modern school equipped with all necessary facilities. This would allow the existing School #8 building to be used for School District administrative offices or possibly as a recreation center for the City.

However, implementation of this plan is contingent on several other factors. In order for the George Washington School to absorb the approximately 225 students from School #8, it must distribute at least an equal number of its present students elsewhere. This could be done at such time as the Wilbur Area (in the southwestern portion of the City), which presently sends an estimated 55 children to the George Washington School, develops to the extent necessary to support a new school. Ultimately, this area could accommodate an increase of as many as 1,100 additional dwelling units, supplying approximately 350 elementary school children.

We, therefore, propose that a site be made available in Wilbur, in the vicinity of South Wall and Brook Streets, for the eventual development of an elementary school to serve some 650 children. This assumes the modification of the southern boundary of the George Washington School service area so as to transfer an additional 175 children from George Washington School to the new school. It may also prove wise, either as an alternative or an additional measure, to add an extension to the George Washington School, which was originally designed to accommodate one. This would probably enable that school to continue serving its entire existing service area, except Wilbur, as well as that of School #8.

A third proposal for a new school is on the eight acre site of Loughran Park, north of Albany Avenue, which is presently owned by the Board of Education. A school in this location would not only serve the area north of Albany Avenue with its potential of 100 additional students, but also relieve School #6 of potential overcrowding.

Although the Mary's Avenue and Hasbrouck Schools are intended as replacement facilities for existing schools, it may in the future be necessary to alter their service areas to accommodate new residential concentrations. As development occurs in the large open areas north of Delaware Avenue, it may prove desirable to move the boundary of the Mary's Avenue School further east from its present location at Broadway, thus allowing the Hasbrouck School to absorb some of the new population. As the population

in the present service area of Mary's Avenue School will remain relatively constant, this should be possible.

However, the ultimate development in the Hasbrouck School area, at the maximum density proposed in the Land Use Plan, could produce some 1,800 new dwelling units and 575 additional elementary school students. This number of students is enough to support a new school, which should be located in close proximity to future medium density multi-family residences. It is, therefore, recommended that a site in the vicinity of Fourth Avenue and Ulster Street be reserved for future school development.

Although, in some cases, demand for these new schools may not develop for many years, early planning and acquisition of sites will save time and cost later. Naturally, the eventual development of each site should be in accordance with the latest space and facility standards.

C. PUBLIC BUILDINGS

1. Fire Houses. The City's present fire house system has evolved in a patchwork fashion over a long period of time. Consequently, many of the facilities are inadequate and some are poorly located with respect to their service areas. A recent report by the National Board of Fire Underwriters indicated that, although supervision of the part professional -- part volunteer staff is good and fire apparatus is in acceptable condition, distance of fire houses from high-value areas is excessive in some instances, and training programs are hampered by inadequate facilities.

The recommendations contained herein, for locations and facilities of fire houses throughout the City, are based on discussions with the Fire Chief. They are aimed at establishing a comprehensive and strategically located fire house system to enable the City to provide the best possible fire protection. The proposed program is a long range one which should be implemented in stages, as cost and opportunity permit.

The basis for the plan is the creation of an interrelated system of three professional and five volunteer companies. The professional companies would be located in three centralized positions, in fire houses equipped with training facilities, while the volunteer companies would be situated in the various outer segments of the City, in position to augment the professional companies, and housed in buildings equipped with the necessary social and recreational facilities. Thus, each type of company would be in a position to best perform its particular function, both for fire protection and the community in general. The following proposals for this plan are based on the assumption that existing facilities will be abandoned as new facilities are constructed to replace them.

Two of the three professional fire houses should be located along Broadway, which is the central axis of the City, and from which access can be gained to all parts of the City. In addition to the existing central station on East O'Reilly Street, a new station should be located near the southwestern

corner of Broadway and St. James Street. The third professional company should be situated in Rondout on the corner of Meadow Street and the new arterial route, which will provide speedy access to other sections of the City. Thus, professional companies would be in a position to radiate in all directions with equal ease of access to major highways.

The volunteer companies should then be situated (as shown on the map, "Community Facilities Plan") in the separate areas of the City, each centrally located with respect to its own area. In this plan, only the present Wicks Fire Company building would be retained. The other companies would be housed in new buildings located on new sites. Although the plan provides for a reduction of volunteer houses from eight to five, fire protection will be increased due to better location of houses and improved facilities.

2. City Hall. At the present time, the Kingston City Hall is capable of adequately serving the space needs of the City's administrative functions. Its main deficiency is lack of parking space, a problem for which the solution is discussed in Chapter XI, Business Area Plans. Although some space for expansion exists, as the City grows and the pressures of governmental functions increase, periodical studies of the space needs of each City agency should be made.

One agency, the police force, is not really an administrative unit, and as such should be removed from City Hall and housed in its own quarters. The existing police station, which occupies most of the first floor, is not only inadequate in terms of space, but also adds to the parking and traffic problems at City Hall. The police station is a traffic and parking generator which should have its own facilities to accommodate both police cars and those of policemen and visitors.

The central location of City Hall is the one feature which is consistent with the needs of a police station. Therefore, any new location should also be central. An ideal site for a new police station is directly across the railroad tracks from City Hall, on the entire parcel bounded by Hasbrouck Avenue, Foxhall Avenue, and the railroad. This site, presently occupied by small residences in poor condition, is unsuitable for residential use due to its position between a major street and the railroad. Advantages of the site include close proximity to City Hall, sufficient size to accommodate a police station and its related parking, and location only a block from Broadway. The transfer of the police station to this site would release a substantial amount of space in City Hall for future expansion and reorganization.

D. UTILITIES

1. Sewerage System. The City of Kingston realizes that future land planning goes hand in hand with improved public facilities and has recently taken a big step towards improving a major element of its utility system. Based on a report prepared by the City Engineer, the City has applied to the New York State Water Pollution and Control Commission,

which administers Federal funds for the purpose, for 30% of the funds with which to improve sewage treatment facilities in the City. The total cost of this project is estimated to be in excess of \$300,000 and would enable the City to treat virtually all of its sanitary sewage through additions to the present plant.

At the present time only 65% of the City's sanitary sewage is treated, the remainder flowing directly into Rondout Creek and the Hudson River. This condition has led to pollution and has detracted considerably from the desirability of Kingston's waterfront. In addition to the new treatment facilities, continuous repair and replacement of existing lines and equipment is necessary to maintain acceptable standards of service.

2. Water Supply. The City's water supply system is municipally owned and is operated under the general supervision of the Board of Water Commissioners. The water supply is obtained from a system of reservoirs in the Catskill Mountains and distributed throughout the City by over 90 miles of pipes. Kingston is fortunate to possess a water supply that is more dependable and of better quality than that of any surrounding community. This advantage can be of great assistance to the City in promoting both residential and industrial development.

A report recommending improvements to the City's water supply system is currently being prepared by engineering consultants to the Water Department. This report will provide the City with a long range program for the improvement of existing facilities and the addition of new ones.

TABLE XII-1
ATTENDANCE AT RECREATIONAL FACILITIES 1959-1960

City of Kingston, New York

Location	Average Attendance		Seasons Attendance		Registration		Estimated Week-end Attendance	
	1959	1960	1959	1960	1959	1960	1959	1960
12th ward Forsyth Park	405	550	26,323	31,428	232	291	18,000	19,000
4th ward Hasbrouck Park	144	320	4,828	6,800	377	381	12,000	14,000
3rd ward Hutton Park	187	206	9,079	9,118	207	219	3,000	3,000
7th ward Block Park	65	180	5,130	12,500	342	357	2,000	3,000
6th ward Cornell Park	166	156	5,638	5,438	364	297	N.A.	N.A.
2nd ward Colonial Gardens	39	79	1,159	2,100	98	108	N.A.	N.A.
#2 School	25	54	1,383	1,542	150	176	N.A.	N.A.
13th ward Metropolitan Park	60	81	2,408	3,541	114	133	N.A.	N.A.
11th ward George Washington School	N.A.	54	800	1,800	52	87	N.A.	N.A.
11th ward Lawton Park	N.A.	37	N.A.	4,000	N.A.	62	8,000	10,000
2nd ward Loughran Park	N.A.	59	800	2,000	71	137	N.A.	N.A.
Totals			57,548	79,467	2,007	2,248	43,000	51,000

N.A. = No figures available.

Source: Kingston Recreation Department.

TABLE XII-2

RECREATION FACILITIES OWNED AND OPERATED BY
THE KINGSTON RECREATION DEPARTMENT AND OTHER ORGANIZATIONS

City of Kingston, New York

Recreation Facility	Area in Acres		Indoor Facilities	Outdoor Play Facilities	Ball Fields	Other Facilities
	Total	Developed				
Forsyth Park	18.5	14.0	None	Tennis Courts (4), wading pool, handball, slides, swings, etc. Basketball Court (1)	Little League (1) Softball (1)	Pavilion, picnic tables & BBQ pits, Rest rooms, Zoo, Fountains, Fall out shelter
Hasbrouck Park	45.0	23.0	Play or Game Room	Tennis Courts (2) Handball (1) Wading Pool (1) Basketball Court (1)	Hardball (1) Softball (1)	Office, storerooms, restrooms, pavilion & picnic tables, BBQ pits, scenic view (Hudson River) Bandstand, parking
Block Park	4.0	4.0	None	Handball (1) Wading Pool (1) Slides, swings, etc. Roller skating (1) Basketball Court (2)	Softball (1)	Pavilion, Bandstand Lights on Basketball Court
Cornell Park	3.0	1.5	None	Wading Pool (1) Swings, slides, etc.	None	None
Hutton Park	3.5	3.5	None	Wading pool Tennis Courts (2) swings, slides, etc.	Softball (Girls)(2)	Pavilion, Restrooms Picnic tables
Lawton Park	13.0	1.6	Cabin - 2 Lg. rooms with fireplaces	Swings, slides, etc.	None	Picnic tables & BBQ pits, rest rooms
Academy Green Park	1.5	1.5	None	Wading Pool (1)	None	Benches and walks

TABLE XII-2 (Cont'd)

Colonial Gardens	10.0	5.0	None	Swings, slides, etc. Softball (1) Basketball Court (1)	None
Metropolitan Park	1.8	1.8	None	Swings, slides etc. Volleyball Basketball Court (1)	Softball (1) None
Municipal Stadium	12.9	12.9	None	Ice Skating	Baseball (1) Football (1) Lights, Seating for 4,300 people, parking, rest rooms
Public Beach (rented)	18.0	3.50	None	None	None Restrooms, picnic tables, deck chairs, concession.
Loughean Park	8.0	---	None	Swings, slides, etc. Basketball Court (1)	Baseball (1) None
Strubels Pond	1.0	1.0	None	Ice Skating	None
Kingman Pond (rented)	1.0	1.0	None	Ice Skating	None
City Recreation Building	---	---	Basketball, Gym, game rooms, arts & crafts, T.V. dances & movies	None	None
M. J. Michaels Junior High School* and Kingston High School	5.0	5.0	Gymnasium (3)	None	Baseball, Football, etc. None
George Washington School	2.0	2.0	Gymnasium (2)	Basketball Court (1)	Softball (1) None

* Operated by the Recreation Department after school hours.

TABLE XII-2 (Cont'd)

#2 School*	0.5	0.5	None	Swings, slides, etc. Basketball Court (1)	None	None
#3 School	0.1	0.1	None	Paved play area	None	None
#4 School	0.6	0.6	None	Paved play area Basketball Court (1)	None	None
#5 School	1.5	1.5	Gymnasium	Paved play area Basketball Court (1)	None	None
#6 School	0.4	0.4	Gymnasium	Paved play area	None	None
#7 School	0.1	0.1	None	Paved play area	None	None
#8 School	0.3	0.3	None	Paved play area	None	None
Boys Club	--	--	Wood shop Reading Room Arts & Crafts	Use Metropolitan Park Across the Street	None	Workout Room
Y. M. C. A.	--	--	Pool (1) Gymnasium (2) Bowling (3 Alleys) Game Rooms (3) Arts & Crafts	None	None	Kitchen, Dorms. Reading Rooms (2) Steam Room
Y. W. C. A.	--	--	Recreation Room	None	None	None
Jewish Community Center	--	--	Game Room, Class Rooms, Arts & Crafts Rm. Meeting Rms. (3) (use Geo. Wash. Sch. Gym)	Summer day camp	None	Nursery School

*Operated by the Recreation Department after school hours.

Source: Kingston Recreation Department and other organizations.

TABLE XII-3

SUMMARY OF RECOMMENDED STANDARDS FOR LOCAL RECREATION FACILITIES

Facility	Desirable Equipment	Size and Area		Acres per 1,000 Population	One Facility Can Serve Population of	Facility Should be Within Walking Distance of
		Absolute Minimum	Desirable Minimum			
Play Lot	Play Apparatus	50 sq. ft. per child, 1,500- 5,000 sq. ft. total	--	--	--	1/8 Mile
Acres						
Neighborhood Playground	Play Apparatus Handball Court Area for Informal Play Area for Passive Recreation Play Lot Corner Wading Pool Toilet and Drinking Water Landscaping	3	5	1.25	5,000	1/4 Mile in Close Resi- dential Areas;* 1/2 Mile in Open Resi- dential Areas;
Playfield	Same as above, plus Sports Field for Baseball, Football, Tennis Court, Croquet, Archery	10	15	1.25	20,000	1/2 Mile in Close Resi- dential Areas;* 1 Mile in Open Residential Areas
Neighborhood Park	Benches, Landscaping Picnic Table	1 or More	1.00	--	--	1/2 Mile
Larce City Park	Various Land Areas Usable Water Features Boating and Swimming Facilities Trails and Paths	50	100	6.50	--	2 Miles

*More than two dwellings per gross acre.

Source: National Recreation Association.

TABLE XII-4

EXISTING AND ULTIMATE RECREATION SPACE REQUIREMENTS

City of Kingston, New York

	Type of Facility			Totals
	Neighborhood Parks and Playgrounds	Playfields	Large City Parks	
Standard Acres Per 1,000 Persons	2.25	1.25	6.50	10.00
Existing Acres	59.30	16.00	76.40	151.70
Present Population(29,260)				
Required Acres	65.70	36.50	189.80	292.00
Deficiency	6.40	20.50	113.40	140.30
35,000 Population				
Required Acres	78.75	42.75	227.50	350.00
Deficiency	19.45	26.75	151.10	198.30
40,000 Population				
Required Acres	90.00	50.00	259.00	400.00
Deficiency	30.70	34.00	182.60	248.30
Ultimate Population (45,000)				
Required Acres	101.25	56.25	292.50	450.00
Deficiency	41.95	40.25	216.10	298.30

TABLE XII-5
EXISTING AND PROPOSED RECREATION ACREAGE

City of Kingston, New York

Facility	Acres			
	Existing 1960	Ultimately Required	Proposed Additional	Future Total
Neighborhood Park -Playlots	--	--	6.3*	6.3*
Neighborhood Park- Playgrounds**	59.3	101.25	54.0	113.3
Playfields	16.0	56.25	50.0	66.0
Large City Parks	76.4	292.50	200.0	276.4
Totals	151.7	450.00	310.3	462.0

*These are proposed only in the Rondout GNRP Area.

**Each proposed facility would contain a playlot.

XIII. NEIGHBORHOOD PLANS AND ANALYSIS

The neighborhood -- its environment, facilities and amenities -- is the foundation on which any community plan must be constructed. City development standards are oriented towards neighborhood needs, and the effective functioning of a city is relative to the efficiency, organization, and cohesiveness of its neighborhood components. To provide a general basis for residential development planning, including local shopping facilities, neighborhood schools and recreation areas, and local streets, it has been determined that Kingston is composed of ten neighborhoods. Each of these neighborhoods is bounded by one or more of the following:

1. Major or collector streets
2. Significant changes in topography
3. Substantial variations in types of land use
4. Neighborhood school and recreation service area boundaries

In some cases, these boundaries (see map entitled Community Facilities Plan) have been established to conform with U.S. Census enumeration districts or school service boundaries. In certain instances, depending upon future population growth, boundaries may be subject to change. Thus, all boundaries should be accepted as tentative, and even somewhat arbitrary, although in quite a few instances they will be found to coincide with those of the City's Wards. In general, the proposed neighborhood pattern reflects the articulation of residential development within the City, and provides a good framework for future planning. The discussion of each neighborhood will include its present character, future land use pattern and recreation facilities, and possible need for conservation, redevelopment or other urban renewal treatment. Other aspects of planning, such as circulation and City-wide community facilities, are more easily treated for the City as a whole and are therefore discussed elsewhere in this report. For locations of various areas or facilities mentioned herein, see the maps entitled "Land Use Plan", "Community Facilities Plan", "Urban Renewal Study Areas", and "Generalized Existing Land Use".

NEIGHBORHOOD #1

This neighborhood, which coincides with the City's Twelfth Ward, is located in the northwestern portion of the City. Except for the more densely developed areas along Washington Avenue and Green Street, which forms its eastern boundary, the neighborhood is characterized predominantly by one-family residences on relatively large lots. Most of the recent residential construction in the City took place in this neighborhood, which also contains the City's only private garden apartment development. Commercial use is confined to a strip consisting of the eastern end of North Front Street, a small section of Washington Avenue, and Hurley Avenue. Several large, and many small parcels of vacant land can be

found in the western portions of the neighborhood, the northwestern extremity of which is separated from the remainder of the City by the New York State Thruway.

With its 4,808 residents, Neighborhood #1 not only has the largest population of any in the City, but is also growing the most rapidly. Its population grew by 22.5% between 1950-1960. Although a small area of housing along Washington Avenue, near the viaduct, shows signs of blight, the neighborhood as a whole had a low percentage (4.6%) of dilapidated or deteriorating housing in 1960.

Land Use Plan

Residential. The Land Use Plan for Neighborhood #1 proposes new residential development of both one-family dwellings and medium density multi-family dwellings. The "One-Family Residence" designation, corresponding to Residence Districts RRR and RR of the Proposed Zoning Ordinance, is proposed for those areas which have already exhibited a trend in that direction. "Medium Density Multi-Family" development, of the garden apartment type, is proposed for the undeveloped area west of the Thruway and for the vacant site adjacent to the existing garden apartments on Fairmont Avenue. The extent of both of these sites would permit them to make adequate provision for parking, recreation areas, etc., while the site west of the Thruway is also favored with an excellent view of the Catskill Mountains. Although zoned for one-family use under the Proposed Zoning Ordinance, these areas should be rezoned for multi-family use when tangible development pressures materialize. These and several other areas proposed for future multi-family use are shown on the Land Use Plan, but not on the Proposed Zoning Map. Zoning changes in the direction of the Land Use Plan should await improvement of roads and other community facilities which would be needed to serve the increased population resulting from such zoning changes. Furthermore the proposed introduction of apartments in the Rondout General Neighborhood Renewal Plan Area, which should receive first priority for rezoning to multi-family use, will satisfy the demand for such accommodations in the near future. Such long range multi-family development, at 17.4 dwelling units per acre, could ultimately produce some 870 additional dwelling units with a population of approximately 2,750 persons. The potential addition of some 300 persons by other new development raises the ultimate neighborhood population potential to 7,850 persons (see Table XIII-1).

Commercial and Industrial. Commercial development should be restricted in the future to the existing strip of "General Commercial" and "Central Retail" uses, and any new residences in this area should be prohibited. "Limited Office" areas are proposed in the block bounded by Green Street, Washington and Lucas Avenues, and North Front Street, and in the block immediately to the north. "Light Industrial" development is planned for two sites adjacent to the railroad and Washington Avenue.

Recreation Plan

Neighborhood #1 is fortunate in that one of the City's major park facilities, the Forsyth Park-Municipal Stadium complex, is located at its center. The future addition of a junior high school and elementary school, each with appropriate recreation facilities, will further contribute to the enhancement of the neighborhood's recreation system. The junior high school should be provided with a playfield of some ten acres, while a neighborhood park-playground of about four acres would be desirable at the elementary school.

As population increases, Neighborhood #1 will require additional recreation facilities in areas other than Forsyth Park. The fact that most residential development will occur on lots sufficiently large to permit the provision of some play space does not do away with the need for a park facility of a more diversified nature within walking distance of all residents. It is thus recommended that land be acquired and a neighborhood park-playground be developed on some six to eight acres in the vicinity of Lounsbury Place and Grandview Avenue. This site is situated in a small valley containing some open and some wooded land as well as a small pond.

Most of the densest new development in Neighborhood #1 is proposed for the undeveloped area west of the Thruway. This area, which might eventually attain a population of some 2,300 persons, obviously requires a considerable amount of recreation space. However, this area contains so much space that at least some neighborhood type recreation space can easily be provided privately, on the site of residential development, in accordance with the requirements of the proposed Zoning Ordinance. Furthermore, if the development were to take the form of a new subdivision (that is, if it were to consist of the division of the site into two or more parcels of land on one or more new streets), the developer could be required, under the Proposed Subdivision Regulations for the City, to reserve up to 10% of the designated site for park or other open space purposes. If such were not to be the case, new recreation facilities will have to be provided by other means.

Urban Renewal Plan

As mentioned previously, although this neighborhood has a low overall percentage of deficient housing, it is not entirely free of blight. Washington Avenue, north of North Front Street, and the small Murphy Street section both exhibit signs of deterioration.

The Washington Avenue area consists predominantly of residences mixed with commercial uses. Most structures in this section suffer from the combined effects of neglected maintenance and age, while the residences are particularly subjected to the adverse effects of the adjoining incompatible uses and a major arterial street as well. As most of these structures have virtually no setback from the present right-of-way they will probably be eliminated by the widening and improvement of Washington Avenue, proposed by the New York State Department of Public Works. If not, they should be removed by urban renewal action. Any new or remaining

structures should have an acceptable setback and all new residences should be prohibited in this area.

The Murphy Street area is isolated from the rest of the City by both the railroad and the Washington Avenue viaduct. Although the houses in this section are in better condition and less subject to the pressures of incompatible neighbors than those on Washington Avenue, there are signs of deterioration and much of the area has been prone to flooding from the Esopus Creek. Furthermore, with the elimination of the viaduct, the location of this area, on a major highway and adjacent to the railroad, will make it much more suitable for either commercial or industrial use. Therefore, although conservation treatment may be wise now, it is recommended that this area be planned for future development of uses more consistent with the nature of its location.

NEIGHBORHOOD #2

Neighborhood #2, as presently defined, includes the City's Eleventh and Thirteenth Wards. As will be discussed later in this section, future growth in the Wilbur area of the Thirteenth Ward may dictate that it be treated as a separate neighborhood. However, for purposes of this analysis, it has been combined with the Eleventh Ward, and the remainder of the Thirteenth.

Neighborhood #2 has a varied character in its different segments. The dense northeastern portion, between Washington Avenue, St. James Street, Clinton Avenue, and Greenkill Avenue, is composed of residential development on small lots, more than half of which contain two-family or multi-family residences. The northwestern portion is sparsely developed with single-family residences on large lots, while the entire southwestern quadrant, with the exception of a few isolated homes, is vacant. The long strip formed by South Wall Street and Wilbur Avenue has a scattering of one-family homes, and the Wilbur area itself consists of three clusters of development along Abeel Street.

Commercial development is restricted to some offices and a few neighborhood retail stores in the northeastern sector and several neighborhood stores in Wilbur. The most notable industrial uses in the neighborhood are the J.B. Back & Sons tobacco factory, located in the former School #1, and the Reliance Marine Company, located on Rondout Creek.

Population has been relatively stable in this neighborhood over the past twenty years, as growth in the Eleventh Ward has been somewhat offset by decline in the Thirteenth Ward. The present level of 3,172 represents a growth of only 78 persons since 1950. Housing conditions in Neighborhood #2 are good, as only 8.7% of the Housing Units were either dilapidated (1.6%) or deteriorating (7.1%) in 1960. However, as in Neighborhood #1, several small pockets of housing exist which show signs of deterioration and blight. Two of these are in Wilbur and one in the vicinity of Greenkill and Wilbur Avenues.

Land Use Plan

Residential. With the exception of the already densely developed area between Washington and Clinton Avenues, all new residential growth in Neighborhood #2 is designated as "One-Family". In the Proposed Zoning Ordinance, this corresponds to the RRR, RR, and R-1 Residence Districts. Even at this relatively low density the extent of the vacant land in the neighborhood is so great that its ultimate potential population of some 6,800 persons is more than double the present population. As approximately 2,300 additional persons could ultimately reside in the Wilbur area alone giving it a total population of some 3,000, it may in the future be necessary to treat it as a separate neighborhood.

Commercial and Industrial. No new commercial development is proposed. If fully developed, existing commercial areas on Greenkill Avenue and Abeel Street will be adequate to serve the convenience needs of all future neighborhood residents. The area immediately south of Greenkill Avenue, from the eastern neighborhood boundary to Washington Avenue, is recommended for industrial use. It presently contains a few such uses and is adjacent to both rail and good highway transportation.

Recreation Plan

Existing recreation facilities in Neighborhood #2 consist of those at the George Washington School and Lawton Park. The George Washington School is the newest and best equipped of the City's elementary schools and, being located in the densest part of the neighborhood, its indoor gymnasium and outdoor playground serve the needs of many neighborhood residents. Lawton Park has a picnic area and some playground equipment, but no ball fields.

The ultimate population of this neighborhood will require more space and facilities to adequately serve its recreation needs. A major City park of 150 acres, which would satisfy many of these needs, has been proposed along the valley of the Twaalfskill Creek in Wilbur (see Chapter XII, Community Facilities Plan). Although intended primarily as an area for camping, nature study and hiking, it is recommended that a fifteen acre playfield also be developed in this area. If a school is built in this area (as recommended in Chapter XII, Community Facilities Plan), it should be equipped with at least five acres of playground facilities as well. To serve the northern section of the neighborhood, playground facilities should be developed in Lawton Park and a small neighborhood park at George Washington School.

Urban Renewal Plan

There are three small areas in Neighborhood #2 which are in need of urban renewal treatment. However, none is in such poor condition or inappropriate location as to warrant clearance action. Therefore, it is recommended that all three undergo a program of conservation and rehabilitation to preserve good housing and improve deficient housing.

Two of the areas, both of which are located in Wilbur, are characterized by older houses on quite small lots. Although some of the houses show signs of deterioration, most are in good condition and require only minor repairs. Due to its relative isolation from other sections of the neighborhood and the City as a whole, each of these areas has a unity which can prove quite helpful in a conservation program.

The third area, in the vicinity of Greenkill and Wilbur Avenues, is really but a part of a large section of older housing in need of repair which extends into Neighborhood #4 as well. The housing in this entire section is generally good, as is the neighborhood environment. However, to prevent deterioration from reaching serious proportions, a conservation program should be instituted.

NEIGHBORHOOD #3 (Uptown Business Area)

Neighborhood #3 consists predominantly of the Uptown Business Area and corresponds to the City's First Ward. Other than the commercial development, discussed in detail in Chapter XI, Business Area Plans, the neighborhood south of North Front Street is characterized by large buildings on relatively small lots. Many of those structures closest to the business area have been converted from their original single family purpose to either office, rooming house, or multi-family use. The atmosphere on most of the residential streets is quite pleasant, as street trees and historic structures are numerous and the houses are in good condition.

All of the City's major hotels are located in this neighborhood, as are some of the largest and oldest churches. The Ulster County Court House acts as a focal point for the many Ulster County offices scattered throughout the Uptown Area. While the area south of North Front Street and west of Clinton Avenue is solidly developed, the remainder of the neighborhood is completely undeveloped. This is due primarily to the topographic features and the railroad tracks which isolate the area from the remainder of the City. Most of this land, on a site bounded by Federal Route 587 and the railroad, is scheduled for development as a shopping center in the near future.

As the pressures of commercial development have continued to cause the conversion of residences in Neighborhood #3, population loss has become a constant pattern. The 1960 population of 1,244 represents a decrease of approximately 20% over the past twenty years and is smaller than that of any neighborhood in the City. Due only to the change in census definition (see Chapter VII, Housing Analysis), more Housing Units were recorded in 1960 than Dwelling Units in 1950. The condition of housing is good, as only 8.1% of the units were classified as either deteriorating (6.8%) or dilapidated (1.3%) in 1960.

Land Use Plan

Residential. Due to the lack of available vacant land, no new residential development is proposed in Neighborhood #3. The existing residential uses have been designated either "Two and Three Family

Residence" or "Medium Density Multi-Family Residence". The continued loss of residential uses to allow expansion of the retail area may reduce the ultimate population of the neighborhood to as few as 1,100 persons.

Commercial and Industrial. The future of the Uptown Area is that of a regional shopping center. The means for improving and adding to the shopping facilities and their related services are discussed at length in Chapter XI, Business Area Plans. As no new industrial uses are proposed for the neighborhood, the Kingston Lumber Company will remain the only non-retail facility in the area.

Recreation Plan

The only recreation facilities in Neighborhood #3 are Academy Green Park, which has limited equipment and is essentially a passive type neighborhood park and Strubel's Pond which is only used for skating in the winter. However, several factors indicate that it would be both impractical and undesirable to increase recreation facilities in the future: (1) the land is so densely developed that sites of the necessary magnitude are not readily available; (2) the population is decreasing; (3) the preponderance of rooming houses and smaller apartments in the area indicates a low ratio of children per household; and (4) a large recreation area (at Forsyth Park and the Municipal Stadium) is relatively close by. For these reasons no new recreation facilities are proposed in this neighborhood.

Urban Renewal Plan

No portion of Neighborhood #3 is sufficiently blighted to warrant urban renewal treatment. However, a program of code enforcement would be extremely helpful in regulating and eventually eliminating the mixed residential and commercial uses that exist in uneasy proximity to one another in many structures in the area. A program of this nature is essential to the sound future development of the Uptown Area.

NEIGHBORHOOD #4

Neighborhood #4, corresponding to the City's Tenth Ward, is located on the west side of Broadway, north of the New York Central, West Shore Division, Railroad tracks. The neighborhood is entirely built-up with a variety of one-family and multi-family homes, and a liberal sprinkling of commercial uses. No new development of any consequence has taken place in recent years and the majority of the housing is quite old. The strip along Broadway consists of commercial development, some of which has residences above street level. Although several industrial uses are spotted throughout the neighborhood, the main concentration of industry is situated along Greenkill Avenue and the railroad. The Metropolitan Life Insurance Company has a large, one story modern office building on Greenkill Avenue which is the only office structure of its kind in the entire City.

As no new residential construction has taken place in this neighborhood, and families with children, who are able to move, prefer less densely developed areas, population has declined 17.7% since 1940, to 1,872. Despite the change in the definition of housing units, the total supply decreased slightly between 1950 and 1960. A considerable proportion of the housing supply, 23.4%, was classified as either dilapidated (4.5%) or deteriorating (18.9%) in 1960.

Land Use Plan

Residential. In a densely developed area such as Neighborhood #4, land use planning and zoning can only attempt to guide and regulate trends which are already pronounced and subject to little change. The Land Use Plan designates all the area west of those properties fronting on Broadway and north of Cedar Street as "Two and Three-Family Residence" within the confines of the R-2 and R-3 Residence Districts of the Proposed Zoning Ordinance. Despite possible conversions, the density restrictions of the Proposed Zoning Ordinance and the elimination of some substandard dwellings should stabilize the population at its present level. The Plan also envisions the eventual elimination of all incompatible commercial and industrial uses in the area.

Commercial and Industrial. The future development of the Broadway Business Area, including land use controls, traffic measures, and parking facilities necessary to transform Broadway into a successful shopping area, is discussed in Chapter XI, Business Area Plans. The Land Use Plan proposes increased development of industrial uses on both sides of Greenkill Avenue and adjacent to the railroad. This location, while quite advantageous for industry, is inappropriate for continued residential use.

Recreation Plan

Neighborhood #4 is served by two recreation facilities: Metropolitan Park and School #8. Metropolitan Park, although it is not owned by the City, offers a softball field and other playground equipment. School #8 has a very minimal playground on its site.

It was previously suggested (see Chapter XII, Community Facilities Plan) that School #8 should no longer be used as a school. This would enable it to be utilized either as administrative offices for the Board of Education or as a recreation center for the City. In either case, the site should be substantially expanded to permit the provision of an adequate neighborhood park-playground of at least three acres. As the site is now bounded on all sides by streets, this will necessitate the closing of a street and the acquisition of some neighboring properties, the uses of which are incompatible with their surroundings. Implementation of this plan would provide a substantial recreation facility, strategically located in the heart of the neighborhood, and adequate to serve the neighborhood's stable population.

Metropolitan Park will eventually be surrounded by industry and is itself best suited for such use. It, therefore, cannot be relied on to serve as a recreation area in the future.

Urban Renewal Plan

The vast majority of the residential structures in Neighborhood #4 are relatively old, and although the neighborhood environment is generally good, some of its housing is badly in need of repair. As the neighborhood is a basically sound and cohesive unit, mass clearance is not warranted, but rather a program of conservation and rehabilitation. Such a program may conceivably call for clearance of a handful of structures, the condition of which is so poor as to make even minimum repairs out of the question. As outlined on the map entitled "Urban Renewal Study Areas", the conservation area is quite large and contains many perfectly good structures. However, there are enough structures in need of substantial improvements to merit a concerted conservation and rehabilitation program.

Many of the residential uses on Broadway are situated over retail establishments. The harmful effects of this type of development have been cited previously and ultimate elimination of such mixed uses is recommended.

NEIGHBORHOOD #5

Neighborhood #5 occupies a large area in the center of the City, west of Broadway, including the entire Ninth Ward and that portion of the Eighth Ward north of McEntee Street. Over half of the neighborhood area is devoted to three cemeteries and a golf club (see Generalized Existing Land Use Map) as well as Kingston High School, the M.J. Michaels Junior High School and the site of the future Mary's Avenue elementary school. With few exceptions, all the residential development is confined to one- and two-family homes. Some newer homes have been built west of Broadway, while those on, or adjacent to, Broadway are of older vintage. There are numerous small vacant parcels in the interior sections of the neighborhood and several large ones in the western reaches. Commercial development is confined almost exclusively to Broadway and the only industrial uses are in the vicinity of Broadway and Pine Grove Avenue.

Despite the many available building sites, population in the neighborhood has been quite stable, increasing by only 4.5% (to approximately 2,400*) between 1950 and 1960. Although the U.S. Census of Housing for 1960 reported a very large percentage of either dilapidated (8.8%) or deteriorating (41.1%) housing in the Ninth Ward, a field survey of structure exteriors by the consultants disclosed no evidence of such poor housing conditions. It is therefore felt that these figures represent either a statistical error by the Bureau of the Census or serious enumerator bias. In general, housing in the neighborhood appears to be of relatively good quality.

*As the boundaries of Neighborhood #5 do not coincide with those of U.S. Census enumeration districts, this figure represents an estimate by Raymond & May Associates based on Census data.

Land Use Plan

Residential. With one exception, residential uses in Neighborhood #5 are designated as either "One-Family" or "Two- and Three-Family". The latter type, in accordance with the provisions of the R-2 and R-3 Districts of the Proposed Zoning Ordinance, is recommended for the general area of Andrew Street, West Chester Street, and Trenton Avenue, just west of Broadway. "One-Family" uses in accordance with the R-1 District, are proposed in the other, less dense areas and the RRR District in the vacant lands. The lots in this neighborhood are generally larger than those in Neighborhood #4 and, therefore, can be utilized for less dense development. The one exception to this pattern is a small area on the south side of West Chestnut Street which is recommended for medium density multi-family development. This site is now occupied by one-family dwellings, some of which have already been converted to apartments on exceptionally large lots. These conversions are inevitable due to the size and location of both lots and houses. To facilitate their ultimate use for more intense residential development, this area should eventually be rezoned to the R-4 or R-5 Residence classification. Population could expand by approximately 1,000 persons under the preceding plan, to a total of some 3,400.

Commercial and Industrial. Proposed Commercial development is restricted to the Broadway frontage as described in Chapter XI, Business Area Plans. Industrial use is recommended for that entire area bounded by Summer Street, Broadway, the New York Central Railroad, and Wiltwyck Cemetery. This area, which presently contains a mixture of residential and industrial uses, is an ideal industrial site due to its proximity to both the railroad and major City streets.

Recreation Plan

The recreation system of Neighborhood #5 will benefit greatly from the introduction of the new Mary's Avenue elementary school. New playfields have recently been provided at M. J. Michaels Junior High School and the addition of a two or three acre neighborhood park-playground at the new school would complete a full roster of recreation facilities on one site at a central location in the neighborhood. These facilities will serve the greatest part of the neighborhood's recreation needs.

The future of the other existing recreation facility in the neighborhood, at School #2, is somewhat in doubt due to the impending abandonment of the school. The Board of Education has indicated that the building might be retained for storage or administrative purposes. In such case, the playground facilities could be improved and retained to serve the neighborhood. However, if the school is disposed of, it is recommended that a neighborhood park-playlot be developed in the general area of Mary's Avenue and West Chester Street, a location which is more central to the neighborhood.

Urban Renewal Plan

As mentioned previously, although the U.S. Census of Housing for 1960 cited a substantial amount of deficient housing in this neighborhood, field inspection of the area does not disclose any significant degree of blight. Although interior inspection of neighborhood housing might disclose some deficiencies, no specific urban renewal recommendations can be made at this time. However, as recommended for other sections of Broadway, the ultimate elimination of combined residential and commercial uses in the same structure is desirable.

NEIGHBORHOOD #6

Neighborhood #6 is coterminous with the boundaries of the Second Ward in the northeastern quadrant of the City. It is characterized by a wide range of uses which, for the most part, are confined to relatively homogeneous areas. The area generally bounded by Tremper Avenue, O'Neil Street, Wiltwyck Avenue, and Albany Avenue is solidly developed with one- and two-family residences on moderately sized lots. It is a pleasant, well maintained section which features many large street trees. In the area bounded by Albany Avenue, Manor Avenue, Kiersted Avenue, and the northeastern City line is a newer residential section of one-family homes. Substantial mixed development appears only on the fringes of these two sections of the neighborhood.

Broadway, the western neighborhood boundary, and the eastern portions of Albany Avenue are major commercial areas of the City, and although sprinkled with some residential uses, are relatively cohesive. Commercial uses serving neighborhood needs are situated infrequently in the residential area south of Albany Avenue. A substantial amount of industrial development is present in the vicinity of the railroad and Cornell Avenue. Its expansion has penetrated to some degree into adjoining areas of residential development, subjecting them to blighting influences. The entire area to the northwest of Albany Avenue and Manor Avenue, extending to the City line, is undeveloped due to its vulnerability to flooding from the Esopus Creek.

Neighborhood #6, although it had the highest growth rate in the City in the previous decade, suffered a population decline of 2.2% between 1950-1960 and now contains 4,438 persons. Housing conditions in the neighborhood were the best of any in the City in 1960, as only 2.4% of the housing was either dilapidated (0.4%) or deteriorating (2.0%).

Land Use Plan

Residential. As in Neighborhood #4, most of the residential growth possible in the neighborhood has already taken place. Therefore the plan can only attempt to control existing development and guide the little remaining growth potential into desirable residential patterns. As such, the residential area south of Albany Avenue has been designated as "Two and Three-Family Residence", while that north of Albany Avenue has been

proposed as a "One-Family" area. These correspond to the R-2 and R-3 Districts and the R-1 District, respectively, in the Proposed Zoning Ordinance. Development in this manner could provide for some additional 800 persons, or an ultimate total of 5,200.

To maintain the good residential character of the area it is desirable to divert through traffic from some of the neighborhood's streets. This is recommended at the intersections of Bruyn Avenue and Downs Street and Tremper Avenue and O'Neil Street (see Chapter X, Street and Circulation Plan).

Commercial and Industrial. The development of Broadway and Albany Avenue is discussed in Chapter XI, Business Area Plans. The "General Commercial" designation is proposed for the area between the rear property lines on Broadway and the railroad. This would correspond to the C-3 Commercial District in the Proposed Zoning Ordinance.

It is recommended that the entire area between the rear property lines on the south side of O'Neil Street and the railroad be developed for industrial uses, and that all residential uses be eliminated therefrom. The regulations of the proposed M-2 District apply to this type of development. This industrial zone should further extend along the railroad to the City line, as shown on the Land Use Plan.

The establishment of a "Limited Office and/or Multi-Family Residence" area is proposed along the north side of Albany Avenue, extending from Broadway to Foxhall Avenue. This area presently consists of large old homes, some of which have been converted to nursing homes or rooming houses. To prevent mass uncontrolled conversions in these houses, which are too large to maintain at present day costs, ultimate development in this area should correspond with the O-2 District of the Proposed Zoning Ordinance, which permits apartments as well as offices.

Recreation Plan

Two existing recreation facilities now serve the neighborhood, one at School #6 and the other at Loughran Park. The School #6 facilities are quite minimal and should ultimately be expanded to include a neighborhood park-playground. Loughran Park is an eight acre park which has been proposed as a future school site. When developed for a school, this site should also be equipped with a neighborhood park-playground. Both of these sites are located quite centrally with respect to their service areas and should thus provide quite adequately for the neighborhood's recreation needs. In addition the Little League field on Kiersted Avenue provides a further source of recreation facilities.

The flood plain area adjacent to the Esopus Creek is appropriate for any open land use and, if developed for recreation purposes, would be an asset to the neighborhood. However, due to the difficulties inherent in developing flood plain land, detailed engineering studies would first be necessary.

Urban Renewal Plan

Although this neighborhood has the best housing conditions of any in the City, one small area of blight does exist in the vicinity of Bruyn Avenue and Cornell Street. The extent of this blight, as well as the area's location among industrial uses, is sufficient to warrant clearance of the structures. Other areas of blight may tend to develop if industrial growth is not controlled and residences in designated industrial zones are not ultimately eliminated. The same is true of residences in the commercial areas along Broadway and Albany Avenue.

A program of strict code enforcement is necessary in the residential area south of Albany Avenue to prevent inadequate conversions and hence overcrowded and deficient housing.

NEIGHBORHOOD #7

Neighborhood #7 occupies the east-central portion of the City and has the same boundaries as the Third Ward. Its western half is quite densely developed with a variety of intermingled uses, while the eastern portion has many vacant parcels and is almost exclusively residential. Residential development in the eastern section is of a predominantly one-family nature on somewhat larger parcels. The principal exception to this pattern is the Colonial Gardens State-aided Public Housing Project, located off Flatbush Avenue, which consists of 98 units of garden apartment and row type housing at a density of approximately fourteen dwellings per acre. The project is one of the most outstanding examples of well-run, well-maintained public housing in the State and represents a definite asset to the community.

Commercial development is restricted primarily to Broadway, although some such uses are distributed in the several blocks immediately to the east. Several industrial uses are situated along the railroad. The neighborhood also encompasses City Hall, the City Hospital, and several other important public or quasi-public uses.

Neighborhood #7 experienced the second largest population growth of any neighborhood between 1950 and 1960, increasing by 15.3% to a population of 3,902. Although a substantial portion of this growth was due to the construction of Colonial Gardens, other new development has been taking place in the eastern half of the neighborhood. Housing conditions are fairly good for the neighborhood as a whole, as only 12.8% of the units were classified as either deteriorating (9.3%) or dilapidated (3.5%). However, in enumeration district 31, which abuts Broadway, 24.9% of the units were found to be in poor or bad condition.

Land Use Plan

Residential. The Land Use Plan proposes varied residential development for neighborhood #7. The portions nearest Broadway are planned for "Two- and Three Family Residence" as governed by the R-2 and R-3 Districts, while the less dense, outer reaches are designated as "One-Family Residence" as covered by Residence Districts RR and R-1. The Land Use Plan thus provides for an ultimate neighborhood population of some 4,650 persons, or an increase of 750.

Commercial and Industrial. The plans for Broadway commercial uses are discussed in Chapter XI, Business Area Plans. A small neighborhood shopping area is proposed at the intersection of East Chester Street and Lincoln Street to serve the immediate needs of neighborhood residents, and an area for "General Commercial" uses should be reserved between Broadway and Hasbrouck Avenue.

A continuous strip of industrial development is proposed adjacent to the West Shore Division of the New York Central. In combination with a similar industrial area, on the opposite side of the railroad, this represents a large industrial complex.

Recreation Plan

Recreation facilities in Neighborhood #7 are quite good. Hutton Park is a very fine neighborhood park-playground and is located so as to serve a substantial portion of the neighborhood. School #5 is also well located and the recent acquisition of property adjacent to the school site will facilitate the provision of another two acres of recreation space. The playfield adjacent to Colonial Gardens has been steadily expanded and improved and every effort should be made to add the four acres between it and the City line to this facility. These three recreation areas provide a very adequate recreation system for the neighborhood.

Urban Renewal Plan

The area adjacent to City Hall, along Hasbrouck and Jansen Avenues, has suffered from both mixed use development and its location with respect to the railroad and major streets. As a result, a high incidence of deteriorated and deteriorating housing has developed among residences in the area. Although some of the structures can be preserved by conservation treatment much of this area will probably never again be desirable for residential use. Therefore, a conservation program is recommended for the area, to include the acquisition and clearance of some developed parcels to permit the provision of a new police station on Hasbrouck Avenue and parking facilities on Jansen Avenue.

A second area in Neighborhood #7 is also in need of urban renewal treatment. A small section of Gage Street and Farrelly Street, which has suffered the effects of age and poor maintenance, is probably no longer economically conservable. The neighboring properties are essentially good and would profit considerably by a conservation program. The recent repaving of Gage

Street is a good example of the type of action the City can take to initiate such a program.

NEIGHBORHOOD #8

Neighborhood #8 is that part of the Fourth Ward north of Delaware Avenue, and is, with the exception of the Wilbur area, the least developed section of the City. Most of the development, which, but for a few scattered commercial uses, is of the one and two-family variety, is confined to a strip between First Avenue and Fourth Avenue. There are two large vacant parcels of 60 and 160 acres as well as many smaller ones of varying size distributed throughout the neighborhood. Population grew by only some 85 persons in the last decade, to a total of approximately 1,775.* Although both enumeration districts which compose Neighborhood #8 disclose a relatively high degree of blight, each also extends into the Rondout General Neighborhood Renewal Plan Area, thereby reflecting conditions there as well. There does, however, appear to be a small incidence of deficient housing in this neighborhood as well.

Land Use Plan

Residential. Neighborhood #8 is planned for the largest ultimate population of any neighborhood in the City through the proposed introduction of multi-family housing in a substantial portion of the two large vacant parcels previously mentioned. These sites are both ideal for "Medium Density, Multi-Family" housing of the garden apartment type, as they have buildable topography, are completely undeveloped, and have fine views. Although neither site is presently equipped with public utilities, this should not impose a great handicap to new construction, as such facilities are nearby and can be extended.

Although these areas are designated for low density use, in accordance with Residence District RRR in the Proposed Zoning Ordinance, for reasons discussed in the Land Use Plan of Neighborhood #1, their ultimate development, when justified by increased City growth, should be of the multi-family nature. Such residential growth, at a density of 17.4 dwellings per acre, corresponding to the R-4 District, could ultimately result in a population of between four and five thousand. The remainder of the neighborhood is proposed for "One-family" use to coincide with Residence Districts RRR, RR and R-1. An ultimate neighborhood population of 8,200 persons is achievable under this Plan.

Commercial and Industrial. To serve the increased neighborhood population the existing neighborhood shopping area on Delaware Avenue should be expanded. Although not shown on the Land Use Plan, realization of the population potential may necessitate the creation of more retail facilities, in an area adjacent to the densest population concentrations.

*As the boundaries of Neighborhood #8 do not coincide with those of U.S. Census enumeration districts, this figure, represents an estimate by Raymond & May Associates based on Census data.

No new industrial development is proposed. However, expansion of the Hudson Cement Corporation operations in the northern extremity of the neighborhood must be controlled. Diggings already extend as far as First Avenue and negotiations for more land are underway. A buffer must be established on Cement Corporation holdings, a safe distance from new or existing residences, past which no digging or blasting would be allowed to take place. If not controlled, operations of this kind will, in time, become detrimental to existing uses and discourage potential new development.

Recreation Plan

The only recreation facilities presently within Neighborhood #8 are the privately owned Kingman Pond and the adjacent Little League ball field. Hasbrouck Park abuts the neighborhood boundary and satisfies much of the need for large recreation areas. However, the extent of new development proposed for the neighborhood warrants the provision of substantial new facilities.

The Kingman Pond-Little League complex should be acquired by the City and expanded to create an eight acre playfield and a four acre neighborhood park-playground, especially in view of the population increase planned in the adjacent residential area. Small neighborhood park-playgrounds would also be desirable at both the Hasbrouck School (two acres) and the other proposed new school (five acres). When the two proposed multi-family areas are developed, it is of greatest importance that the City assure the provision, by their developers, of sufficient space to serve the immediate recreation needs of their residents. As cited previously, developers can be required to provide as much as 10% of the land of new subdivisions for such purposes. Such facilities should include at least a neighborhood park-playground.

Urban Renewal Plan

Housing conditions are relatively good in this neighborhood although a program of conservation is recommended for a sizeable portion of the existing developed area. In this particular instance, the most important phase of a conservation program should be the provision of public improvements. Despite the fact that some structures are in need of rehabilitation, the greatest problem lies in the poor paving conditions of many streets and the complete lack of sidewalks on some blocks. This situation is conducive to poor maintenance of private properties. If corrected now, as has been done on several streets to the south of Delaware Avenue, the deterioration of the neighborhood may be nipped in the bud.

NEIGHBORHOOD #9 (Rondout)

The boundaries of Neighborhood #9 are those of the Rondout General Neighborhood Renewal Plan Area, the future development of which is discussed in Chapter XV, Urban Renewal Program. This area, one of the City's oldest, has suffered from loss of economic activity, and loss of population.

Its housing conditions are the worst of any neighborhood in the City. Through a combination of urban renewal measures, it is intended to rejuvenate the area so that it can assume a significant role in overall City development. Its present population of some 4,300 persons will be maintained.

Land Use Plan

Residential (see map entitled "Rondout Land Use Plan"). The proposed Land Use Plan creates well defined, cohesive, residential areas, insulated from objectionable non-residential uses by topography or land use buffers and connected to residential-related facilities. Standard existing residential uses are integrated with proposed new development, wherever possible, to maintain the desirable features of present development, while at the same time maximizing future growth potential. While the present standard residential facilities are predominantly of the one- and two-family variety, the needs of the area's population dictate the introduction of some more intensive types of development to take advantage of its inherent economies. However, lots will also be provided for additional new single family units.

The first renewal project proposed to be carried out in the General Neighborhood Renewal Plan Area, "Broadway East", contains one residential area which, in spite of the presence of a few scattered substandard structures, is substantially better than the remainder of the project area. This area, on high ground sloping up from the center of the project area, is bounded generally by Delaware Avenue, Hasbrouck Avenue, and Hasbrouck Park, and is proposed for general conservation and rehabilitation, with spot clearance of only the few unsalvageable structures. This treatment will enable the area to maintain approximately its present density of 8-12 dwelling units per acre. The preservation of the already cohesive residential character of this area of one- and two-family homes (one of the few sections in Rondout with virtually no mixed use development) will be helped by its insulation from exterior detrimental uses by strong boundaries. These consist of two major streets (Hasbrouck and Delaware Avenues) and Hasbrouck Park. The area has been designated as a "Two and Three-Family Residence" area, which corresponds to the R-2 Residence District in the Proposed Zoning Ordinance.

Two sites within the "Broadway East" project are proposed for clearance and eventual development with "High Density Multi-Family Residence" uses, at densities of 15-48 dwelling units per acre. One site is bounded by the little used, one-track, New York Central Railroad spur on the west and by Hasbrouck Park on the east. The second is an "ell"-shaped site, bounded by Broadway and Meadow Street. Both sites are adjacent to large, permanent, open spaces which have the effect of decreasing the relative density of development. The hillside locations of these sites would permit new development to exploit many excellent vistas. These might be further exploited by the construction of high-rise structures, if the cost of doing so will not be prohibitive.

"Medium Density Multi-Family" residential development of approximately 9-29 dwelling units per acre, in the form of either two- or three-story garden apartments or two, three, and four-family houses, is proposed for the northern section of the project, immediately west of the proposed new arterial connector. This development would also use a cleared area.

Existing residential development in the northern portion of the second proposed renewal project, "Broadway West", is generally of higher quality than that in "Broadway East". As a result, the treatment of this area will include substantial conservation and only the absolutely unavoidable spot clearance. This development will be continued at approximately its present density, after the necessary steps to convert its environment to that of a standard neighborhood have been taken. The southern part of the area, between German and Hunter Streets, is planned for clearance and development for "Medium Density, Multi-Family Residence" purposes.

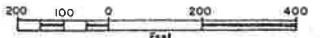
Three sites are made available in this project for "High Density, Multi-Family" development. One site is on the corner of Broadway and Spring Street; the second is on the north side of Abeel Street, just east of Wurts Street; and the third on the south side of Abeel Street, extending from Broadway to a point opposite the second site. As was proposed in the case of the first project, these areas of higher density are also planned to take advantage of surrounding large open spaces.

"Ravine Street", the third proposed renewal project, is the least developed of the three. As a consequence, much of the proposed development would use sites which are only sparsely used at present. A "High Density Multi-Family" site is proposed in the area of Ravine Street, Abeel Street and Block Park, once again utilizing the open space and high vantage point common to many Rondout locations. The area immediately to the north is proposed for "Medium Density Multi-Family" development. As in the second project, the northern portions of the "Ravine Street" project are substantially in standard condition. Conservation is proposed in this area, as well as new single family home construction, on lots to be made available.

Commercial and Industrial. The plan provides for the establishment of one unified neighborhood shopping area in the "Broadway East" project to replace the many, inefficient, scattered commercial uses throughout Rondout. This small center, of approximately five gross acres, will be located between Broadway and the new Rondout Creek Bridge, south of Meadow Street. Implementation of the plan will involve complete clearance of the area, and construction of new stores and parking facilities. Every attempt will be made to coordinate demolition with new construction, including, if possible, completion of the new stores before demolition of the old.

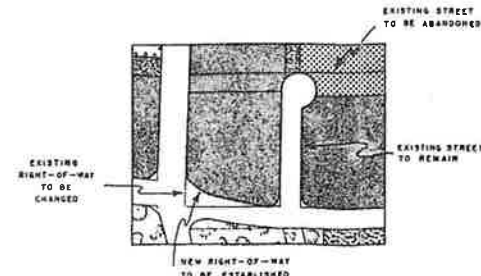
Commercial development is not contemplated in either the second or third project, although existing standard facilities may be allowed to remain, if consistent with the overall Plan.

RAYMOND & MAY ASSOCIATES PLANNING & URBAN RENEWAL, C



 SHOPPING CENTER
 OFFICES
 INDUSTRIAL
 INSTITUTIONAL

--- GENERAL NEIGHBORHOOD RENEWAL PLAN AREA BOUNDARY
 --- PROJECT BOUNDARY



The plan provides for the expansion and improvement of the existing good industrial facilities, as well as for the introduction of new ones. All sub-standard, obsolete, or noxious industrial uses would be removed. The present industrial area along Rondout Creek would serve as a base for future industrial expansion. New industrial growth in the Rondout Area will increase the tax base as well as add to the new residential and commercial development potential in the remainder of the neighborhood.

The area in the southeast corner of the first project, adjacent to the New York Central Railroad and Rondout Creek, is proposed for clearance and new industrial use. Some clearance and new construction is also planned to supplement the existing good industrial uses south of Hunter Street, between Hone Street and Ravine Street, in the third project. All residential units will be cleared from industrial areas and zoning and redevelopment controls will be established to prevent their reappearance.

Recreation Plan

The Rondout Area is presently served by three parks, Hasbrouck Park, a large City park, and two neighborhood parks, Block Park and Cornell Park.

The Plan provides for extension of Block Park to Rondout Creek so as to provide access to the creek and to possible marina facilities which may be established there in the future. Cornell Park, the terrain of which is quite steep, is proposed for enlargement so as to provide some level area for active recreation facilities. Provision is also made for three small parks at the foot of Broadway, along Rondout Creek. These would be primarily passive waterfront parks which would take advantage of the excellent view of the Creek and its hilly, wooded south shore. They would also provide a suitable setting for any new office development which might take place. Three neighborhood park-playlots are proposed within the residential sections of Rondout. These facilities, located on the northeast corner of German and Ravine Streets in the third project, on the northwest corner of Murray and Maple Streets, and at the rear of St. Mary's Church (on the west side of Chambers Street) in the first project, are placed so as to meet the immediate needs of young children and elderly people who require recreation facilities within a few hundred feet of their residences. Together, the proposed new parks, when added to the existing parks, will provide adequate recreation facilities to serve the Rondout Area.

The renewal program for this neighborhood is intended to provide the most desirable environment for city living that the most up-to-date planning techniques can accomplish. Several important basic ideas have been incorporated within the design of the Plan. A series of inter-connecting green-ways has been created, utilizing wherever possible the existing street pattern. This permits many of the old, inadequate vehicular streets to be transformed into landscaped pedestrian ways. The resulting system of separate pedestrian and vehicular traffic will provide safe pedestrian access to schools, parks, and shopping areas without the necessity of traversing heavily travelled vehicular arteries. At the same time, it will

enable the City to continue in use such of the existing underground utilities as may prove to be adequate.

There are a number of fine old religious institutions throughout Rondout, most of which are presently situated on cramped, inadequate sites. Parking and recreation areas for these institutions are particularly deficient. The Plan proposes to unify several of these institutions into a single complex, connected by common landscaped and recreation areas and using combined parking facilities. This would create a large, attractive, cultural-religious center, as well as a large, relatively open, landscaped space for community use. At the same time, the several institutions would be helped to better serve their congregations.

NEIGHBORHOOD #10 (Ponckhockie)

Ponckhockie is completely separated from the remainder of the City by both topography and land uses. Along with the Rondout area, it is one of the oldest neighborhoods in the City, and has experienced little new development in recent years. The entire northern half of the neighborhood is the property of either the Hudson Cement Company or that of several brick yards, while the southern half is predominantly residential. The residential development consists of one- and two-family homes on small to moderately sized lots. Some neighborhood commercial uses are scattered throughout the westernmost portions of the neighborhood and several industrial uses, in addition to those previously cited, line Rondout Creek. Much of the land along the Hudson River and on the fringes of the residential development is now vacant.

Neighborhood population has been declining since 1940, reaching a low of 1,335 in 1960. Housing conditions, especially in the western half of the residential area, are quite poor, as 44.7% of the units in 1960 were classified as either dilapidated (10.2%) or deteriorating (34.5%).

Land Use Plan

Residential. Development in Ponckhockie is of sufficient density and magnitude to determine the nature of future residential growth. The western half of the residential area has already evolved as an area of two-family dwellings and has been so designated in the Land Use Plan, while the eastern half is designated for "One-Family Residence" use. These areas have been zoned R-2 and R-1, respectively in the Proposed Zoning Ordinance. The vacant areas have also been designated as "One-Family Residence", but have been zoned RRR, the lowest density residential district. No new residential development should take place north of Delaware Avenue. Some additional 150 persons could be accommodated in this manner, thus bringing the total neighborhood population to 1,500.

Commercial and Industrial. No new commercial uses are proposed in Ponckhockie, as those existing ones which should be maintained along the Strand and Gill Street, as well as the new Rondout shopping center, will meet all the convenience needs of neighborhood residents. Heavy industrial

uses, especially the cement and brick factories should be separated from residential uses by the proposed buffer zone. Expansion of these industries within their designated district should be encouraged.

Recreation Plan

Ponckhockie is fortunate in being situated between two large City-wide parks, the existing Hasbrouck Park and the proposed Kingston Point Park, which will accommodate virtually all of the neighborhoods recreation needs. As the only improvement to the neighborhood's recreation system, it would be desirable to locate a five acre neighborhood park-playground at the expanded site of School #4.

Urban Renewal Plan

Several areas in Ponckhockie have deteriorated over the years, due either to age or environmental deficiencies. Some warrant clearance, while others can be saved by conservation and rehabilitation measures.

A small area in the vicinity of Sycamore, Gill and Catherine Streets and the Strand has been subject to the pressures of both age and incompatible adjacent uses. Heavy industrial traffic on the Strand, the railroad which adjoins it, and the industrial uses on Rondout Creek have all had a blighting influence on the residences in the immediate area. The only solution to this problem is clearance and redevelopment, with residential use prohibited on the Strand. The surrounding area has also suffered the effects of time and would benefit from a program of conservation and rehabilitation.

The condition of some dozen deteriorated structures located in a small area on North Street, between the Strand and East Union Street, reflects their completely incompatible location. The detrimental effects of their situation between a major street and a railroad, with no set back from either, can only be remedied by clearance. The same is true of another section of North Street, immediately north of Delaware Avenue, which contains a group of substandard structures. A small area abutting this latter section to the west should also be afforded the benefit of conservation treatment.

TABLE XIII-1
PRESENT AND FUTURE NEIGHBORHOOD POPULATION

City of Kingston, New York

Neighborhood	1950	1960	Capacity, Under Proposed Zoning	Ultimate, Under Land Use Plan
1	3,924	4,808	6,451	7,848
2	3,094	3,172	6,758	6,797
3	1,436	1,244	1,100	1,100
4	2,078	1,872	1,850	1,850
5	2,293	2,397	3,365	3,423
6	4,537	4,438	6,035	5,215
7	3,385	3,902	4,761	4,642
8	1,693	1,778	3,586	8,202
9	4,992	4,294	4,300	4,300
10	1,385	1,355	1,780	1,496
Total	28,817	29,260	39,986	44,873

PART FOUR
EFFECTUATION OF THE PLAN

XIV. LAND DEVELOPMENT CONTROLS

The State statutes set forth several specific powers under which the City may achieve the aims set forth in its Comprehensive Development Plan. The judicious use of these powers in a coordinated way can make possible the retention of the best features of the community, and, over a period of years, the improvement of areas and public facilities throughout the community.

A. THE PROPOSED ZONING ORDINANCE

The New Zoning Ordinance

The general City Law of New York State provides that a city may: "regulate and determine the density of population in any given area, and for said purposes divide the city into districts. Such regulations shall be designed to promote the public health, safety and general welfare and shall be made with reasonable consideration, among other things, to the character of the district, its peculiar suitability for particular uses, the conservation of property values and the direction of building development, in accord with a well considered plan."

The present zoning ordinance is obsolete and inadequate and does not provide the City with up-to-date, clear and concise regulations. A new Zoning Ordinance has therefore been prepared and is being submitted separately. The preparation of this ordinance has been coordinated with the formulation of the Comprehensive Development Plan. Its purpose is to enable Kingston to adequately regulate all future development with a view to preserving the positive aspects of its present development without interfering with the City's healthy growth and development in accordance with the Comprehensive Development Plan.

The proposed Zoning Map substantially reflects the proposed Land Use Plan. However, as the planning process continues, new thoughts as to the future of the City or unforeseen new needs or desires of its residents may cause the Zoning Map to diverge increasingly from the Land Use Plan. If it should develop that these two maps are so far apart as to make it obvious that the relationship between them has been lost, a thorough restudy of one or both of them should be undertaken, to be followed by appropriate comprehensive amendments which would reestablish an acceptable degree of correspondence between them.

Future Amendments to the Zoning Map

In the interest of preserving the integrity of the Zoning Map, we recommend the acceptance of the following principles:

1. All proposed zoning amendments should continue to be referred to the Planning Board for its study and recommendation;

2. "Spot-Zoning" should be avoided, inasmuch as every such action may have the effect of changing the character of the particular area involved to a degree which might jeopardize the zoning pattern of the entire area.

3. Variances granted by the Board of Appeals should be limited exclusively to instances where "practical difficulties" or "unnecessary hardship" dictate some degree of relief. The indiscriminate granting of variances would, in effect, be equivalent to "spot-zoning".

4. Any change in zoning which departs from the Land Use Plan should be subjected to a particularly searching study.

B. LAND SUBDIVISION REVIEW

The General City Law also provides that "For the purpose of providing for the future growth and development of the city and affording adequate facilities for the housing, transportation, distribution, comfort, convenience, safety, health, and welfare of its population, the body creating such planning board may by ordinance or resolution authorize and empower the planning board to approve plats showing new streets or highways." To assist the Planning Board in carrying out these duties, we have prepared a set of "Land Subdivision Regulations" (submitted separately) which clearly set forth the procedure and requirements for plat approval in the City. One of the important provisions in these regulations permits the Planning Board to require the setting aside of land in a subdivision for recreation purposes.

C. HOUSING CODE

Some of the City's substandard housing conditions could be gradually eliminated by the adoption and enforcement of a modern Housing Code. Such a code is one of the essential tools used in the conservation phase of urban renewal, and its adoption is one of the prerequisites for undertaking an urban renewal program. The existence of such a code would also significantly contribute to the prevention of the spread of slums and blight.

A Housing Code prescribes the minimum conditions under which existing and new buildings or parts of buildings may be lawfully occupied for residence purposes. Included within the framework of such a code are minimum standards governing: space per occupant, required basic sanitary equipment and facilities, light and ventilation, structural conditions of the building, heating equipment, and safe and sanitary maintenance of the building structure and installed equipment and facilities. Adoption of the New York State Housing Code or any version thereof is strongly recommended.

XV. URBAN RENEWAL PROGRAM

A. PURPOSE AND SCOPE

During the past three decades, the Federal Government has in various ways assisted municipalities in their efforts to eliminate slums and to foster good housing in sound environments. After some fifteen years of such assistance, it became apparent that the problem of urban blight and deterioration was growing at a more rapid rate than the efforts to combat it. A major slum clearance and redevelopment program with Federal Aid, was authorized under the Federal Housing Act of 1949. In 1953, a committee appointed by the President, reviewed the Federal program. Its report* included the following paragraphs in which the committee summarized the new concept of Urban Renewal, the idea of attacking slums in all possible ways, including preventive measures:

"Inasmuch as it seems to be well established that the Federal Government will extend financial assistance to cities to eliminate slums, it becomes important for the Federal Government to make sure that the aid provided will actually do the job intended and that it will cover the maximum ground.

What we hope we are doing is to help the cities help themselves. By clearing slums, removing blight, and checking the deterioration cycle, cities should be able to increase municipal revenues at the same time they are reducing the demands for services; in short, we are trying to establish the Urban Renewal process on an orderly basis so that over the long pull, we will establish healthy cities with reduced requirements for Federal aid which we now find mandatory. But the job will be neither cheap nor easy. There is no simple, dramatic solution. There must be well-planned and well organized action, using all the tools of slum prevention, physical rehabilitation, neighborhood conservation and slum clearance. No one tool will do the job. Each is absolutely essential to the effectiveness of the other."

The committee's recommendations were reflected in the Housing Act of 1954 which launched the Federal Urban Renewal Program (as against the previous Slum Clearance and Redevelopment Program). The recently enacted Housing Act of 1961 continues this program and brings it within even closer reach of small communities by increasing Federal assistance from two-thirds to three-quarters of the net cost of urban renewal projects in communities of less than 50,000 persons.

*Report of President's Advisory Committee on Governmental Housing Policies and Programs, December, 1953.

The Renewal Plan for the City of Kingston is designed to achieve certain objectives of community development. Although details of the program must be based on intensive studies of the individual areas by City officials, citizens groups, and technical consultants, the general goals are as follows:

1. The stabilization and protection of good neighborhoods and non-residential areas.
2. The return to acceptable standards of substantially good areas in which the first stages of deterioration have become apparent.
3. The renewal of areas where blight is extensive by means of intensive urban renewal action.
4. The implementation of public improvements to coincide with and aid in the aforementioned programs.

B. THE RONDOUT AREA GENERAL NEIGHBORHOOD RENEWAL PLAN

The first step towards these goals has been taken by the City with its recent approval of the General Neighborhood Renewal Plan (GNRP) for the Rondout Area. This Plan delineates the most extensive blighted area in the City and recommends various actions essential for its redevelopment. Although the Rondout Area is a single, cohesive neighborhood unit, its size (area and population), dictates that its renewal be executed as three individual urban renewal projects, phased over a ten year period (see Map "Rondout Land Use Plan").

The GNRP for Rondout is intended to eliminate substandard and deficient areas and transform them into standard ones, while at the same time maintaining and protecting those areas which are still performing useful functions. The ultimate goal is to create a productive, well balanced area, capable of contributing to a healthy living environment and of performing its role in the over-all, planned future City development. The Rondout Area can play a vital part in Kingston's future growth, and it is the intent of the GNRP to develop its full potential.

The GNRP is concerned with several distinct areas of community development, as follows:

Residential. The Plan contains several varied types of residential land use, a combination of which is desirable, both economically and environmentally, to meet the needs of area residents. The Plan envisions various types of new residential accommodations side by side with that portion of the existing residential development which can be rehabilitated or economically retained. Since the Plan aims to create a healthy, safe and harmonious environment for living, it provides for the separation of housing areas from non-residential uses and for the provision of all necessary related services and facilities (recreation, parking etc.) which support residential uses.

Retail Commercial. An essential part of the GNRP is the achievement of a modern, unified neighborhood shopping center, consistent with the needs of the area and the best interests of the City as a whole.

The Plan provides for the replacement of the inefficient and scattered existing commercial development with a single cohesive retail center. Centralization of stores will increase the efficiency of shopping and eliminate the mixed uses which are now prevalent. An area the size of Rondout must be served by adequate retail facilities if it is to once again become a properly functioning neighborhood unit. Local merchants who have personal, as well as business, ties in the area will be able to relocate in Rondout under conditions that will allow them to take full advantage of their business potential.

The proposed neighborhood shopping center is intended to meet only the needs of Rondout and its adjacent trade area (see Map "Rondout Retail Trade Area"). It will not be in competition with the Uptown Business Area which serves the needs of the entire region for major shopping items.

Industrial and Wholesale Commercial. The Plan recognizes that the Rondout Area also has the potential to develop in other directions. There are several substantial wholesale and industrial establishments in the area at present, and the Plan recognizes the possibility of additional growth along these lines. The provision of several new industrial and/or wholesale commercial sites, each fully equipped with the necessary utilities, with direct or nearby access to railroad, highway, and waterways, will be of prime importance to both Rondout and the City as a whole. If such development will take place, employment opportunities will be provided and the tax base of the area strengthened, thus enabling Rondout to become a greater participant in the economic life of the City.

Since, in New York State, the costs of urban renewal are generally shared three-quarters by the Federal Government, one-eighth by the State and one-eighth by the City, the City would be responsible for only one dollar of every eight spent for renewal (see Section E of this Chapter for a discussion of the urban renewal process). Kingston's position, though, is even more favorable. Under the Federal law, the City's share can be provided by other agencies in the form of public improvements. The Consolidated Kingston School District is already committed to building two new schools which will serve children from the Rondout Area (the Mary's Avenue and Hasbrouck Schools). The City will probably receive a credit of more than one million dollars toward its one-eighth share of renewal costs because of this school construction. On this basis, the Federal Government would contribute an additional six million dollars and the State another one million, while the City would have spent no additional funds. Use of credit for this or any other improvements furnished by the City, the County, the State, or any agency other than the Federal Government, which will serve the future renewal projects will reduce the City's cash costs for urban renewal to a bare minimum, if, indeed, the City will be called upon to contribute anything at all.

Furthermore, under New York State laws, the urban renewal projects will not involve any additional municipal tax burden, nor affect the City budget in any way, during project operations. Kingston's highly favorable position in regard to the provision of its one-eighth share of renewal cost, should enable it to carry out the Rondout Area Plan with no financial difficulties.

An application to the Federal Government for funds to finance planning of the first project was approved by the Common Council in August of 1961. However, although a big step, this should be only the first in a City-wide program of urban renewal. Other areas of the City, due to age, mixture of incompatible uses, etc., are also infected with varying degrees of blight which, if not removed, will only spread further and affect the City adversely.

C. TYPES OF RENEWAL TREATMENT

Housing deficiencies in the City of Kingston have been pointed out in Chapter VII. In several areas, the extent of these deficiencies dictates a remedy of concerted public action in the form of urban renewal. Those areas in the City deemed in need of specific renewal treatment have been divided into two categories and delineated on the Map "Urban Renewal Study Areas". The classification or delineation of an area does not mean that all of the structures within the area are in need of the particular treatment proposed. On the contrary, within most of the areas there may be large groups of structures which are structurally sound and well maintained. It is these structures which the proposed treatment is designed to protect from the blighting influences adversely affecting them.

Any urban renewal program is dependent upon the cooperation of both governmental agencies and private persons. In conjunction with an urban renewal program, it is recommended that a city-wide program of Code Enforcement and Neighborhood Improvement be undertaken. A program of strict code enforcement is recommended throughout the City, especially in those residential areas which, although basically sound, are subject to the pressures of non-residential encroachment and of inadequate conversions of large homes so as to create overcrowded or unhealthy living conditions. Also inherent in such a program is voluntary home improvement by individuals and initiation of needed public improvements by the municipality. Although no Federal aid is available for such a program, it is of such nature that it can be administered by the City at little cost now to assure great savings in the future.

The aim of a Code Enforcement and Neighborhood Improvement Program is to maintain and protect the good homes that already exist. A successful program is dependent on both private and public initiative. The public role is twofold. It consists first of the modernization and strict application of the zoning ordinance, building code, housing code, plumbing and electrical code, etc. Secondly, wherever possible, needed public improvements and services should be instituted at once. Such things as sidewalk and street repair, improvement of drainage facilities and street

lighting, provision of recreation facilities, etc., will contribute substantially to the physical appearance of a neighborhood, and to the residents' pride therein.

Private persons also contribute on two levels; by voluntary improvement of structures and grounds, and by adherence to the various City ordinances and codes. These two factors are essential to the maintenance of sound neighborhoods, as the habits of newcomers to a neighborhood tend to be strongly patterned after those of the already established residents. Therefore, with proper care, a good area can be perpetuated.

Neighborhood and Block Associations, where they do not now exist, should be encouraged. The most important role of these organizations is to develop a neighborhood climate which will encourage individual rehabilitation. These organizations can also engage in such concrete activities as neighborhood cleanup and beautification projects, and creation and maintenance of small neighborhood parks. An important task of the neighborhood civic group is to work with the responsible City agencies in planning for the provision of neighborhood improvements and services. Also, no matter what measures the City takes to place heavy penalties on overcrowding and to prevent the creation of new substandard units, constant vigil by neighborhood groups against "sneak" conversions and other violations is still required.

The two types of urban renewal areas (delineated on the Map - "Urban Renewal Study Areas") eligible for Federal aid are as follows:

Conservation Areas. The role and functions of individual home owners, neighborhood associations and City agencies in a Conservation program follow, for the most part, those outlined for a Code Enforcement and Neighborhood Improvement program. The difference lies in the characteristics of the area and some of the tools available for treatment of the problem.

The Conservation Areas, although they contain large groups of housing which are structurally sound and well maintained, have a greater incidence of deteriorated housing than do other areas of the City. Also, there is a greater degree of rehabilitation necessary in order to bring neglected properties up to adequate local standards. Consequently, there will be some clearance necessary and costs of rehabilitation will be greater than usual.

The most promising tool for effectuating a Conservation Program is available through participation in the Federal Urban Renewal Program (see Section E of this Chapter) and the State Assistance Program for Urban Renewal projects. Through use of these programs, the City would only have to pay one-eighth of the cost of any supporting facilities or public improvements which would need to be installed to bolster the entire Conservation Program. Also, through the use of this program, FHA Home Improvement loans could be made available to assist individual home owners in rehabilitating their properties.

As a part of any Conservation Program it is necessary to develop a plan for the area, which would set up minimum rehabilitation standards as well as maximum occupancy standards. In developing this plan, surveys of each deteriorated structure must be made to determine the economic feasibility and cost of its rehabilitation. The plan should detail the structures for which rehabilitation is not feasible and land uses which are incompatible and which therefore should be cleared.

To put teeth into the Conservation Program, and thereby protect those home owners who do invest in the rehabilitation of their properties, it is desirable that the Program include a provision for the acquisition by the City, or its designated agency, of those properties which fail to meet rehabilitation standards within a reasonable time.

Whether or not it is accomplished under the Federal Urban Renewal Program, the Conservation Program for the various areas designated should be jointly planned by the local neighborhood groups and an official City agency designated for this purpose, with the utilization of technical consultants where necessary.

The City government activities proposed for a Code Enforcement and Neighborhood Improvement Program would also be necessary for the Conservation Program.

Clearance and Redevelopment Areas. This designation is proposed for those areas where deterioration, both structural and environmental, has progressed to a point where extensive rehabilitation is neither economically feasible nor in the best long range interest of the City. There are within these areas some sound individual structures or uses whose retention might be compatible with the general plan for the area. The determination as to which structures should be cleared, which rehabilitated, and which retained as is, must be made at the time that a detailed Redevelopment Plan for each of the areas is developed.

This program can be most successfully accomplished through the aid of Federal Urban Renewal and State Renewal Assistance funds. Through the use of these, only one-eighth of the cost of the projects will be borne by the City. Redevelopment of the cleared land will be by private interests in accordance with a plan developed for the area by the City or its designated agency. This plan should conform with the Comprehensive Development Plan proposals for the entire City.

The areas designated for this type of treatment are, for the most part, low tax producing areas. Undoubtedly, the City's share in the cost of these projects, if any, will be compensated for by the increased tax revenues from the redeveloped areas.

D. RENEWAL RECOMMENDATIONS

On the basis of extensive field analysis, supplemented by statistical evaluation of Census data, as discussed in Chapter VII, the following recommendations are made for the initiation of Kingston's Urban Renewal program:

1. The City should continue to devote its active support and energies to the swift effectuation of the Rondout GNRP. The first project in the GNRP, "Broadway East", will set the pattern for all of the City's future renewal actions and, therefore, should be executed as swiftly and effectively as possible.

2. Careful studies should be made of the applicability of Conservation or Clearance projects in those areas of the City which suffer from visible signs of blight. The most notable of these are the following:

The North Street-Delaware Avenue section, in the Ponckhockie area of the City;

The East Strand-Catherine Street-Sycamore Street area, also in Ponckhockie;

Two areas along Abeel Street in the Wilbur area of the City;

The vicinity of Washington Avenue north of North Front Street and Murphy Street at the northern end of the City;

A small area along Bruyn Avenue near Cornell Street, in the Second Ward;

The area on Hasbrouck Avenue and Jansen Avenue adjacent to City Hall;

The immediate vicinity of Farrelly Street and Gage Street, in the Third Ward; and

The area adjacent to School #8, and the one along Greenkill Avenue in the Tenth Ward.

3. A general program of Code Enforcement and Neighborhood Improvement should be instituted throughout the City. Particular attention should be given to those areas in the City which are experiencing a trend toward conversions and encroachment by incompatible uses or which lack such public improvements as sidewalks, paved streets, storm drains, etc. Among such areas are portions of the Fourth, Fifth and Thirteenth Wards, as well as the previously cited locations.

E. THE URBAN RENEWAL PROCESS

The Housing and Home Finance Agency, through the Urban Renewal Administration, administers the Federal Urban Renewal program. Following is a brief outline of the procedures of the program and the type of assistance it offers:

1. To qualify under the urban renewal program, the City must show that it has, with its own resources, undertaken a Program for Community Improvement to prevent the recurrence of slums and blight. Such a program* must consist at least of the following elements:

a. An up-to-date set of codes and ordinances including a building, plumbing and electrical code; a housing code, establishing minimum acceptable standards of housing; and a zoning ordinance;

b. Administrative personnel adequate to effectively enforce the various codes and ordinances;

c. A general plan of development (or Comprehensive Development Plan) either completed or in preparation, including at least a plan of future land use, community facilities, and major highways, and a capital improvement program;

d. An effective program of citizen participation in urban renewal and planning activities;

e. A thorough neighborhood analysis;

f. A program for effective rehousing of persons and families who may be displaced by code enforcement, clearance, or rehabilitation; and

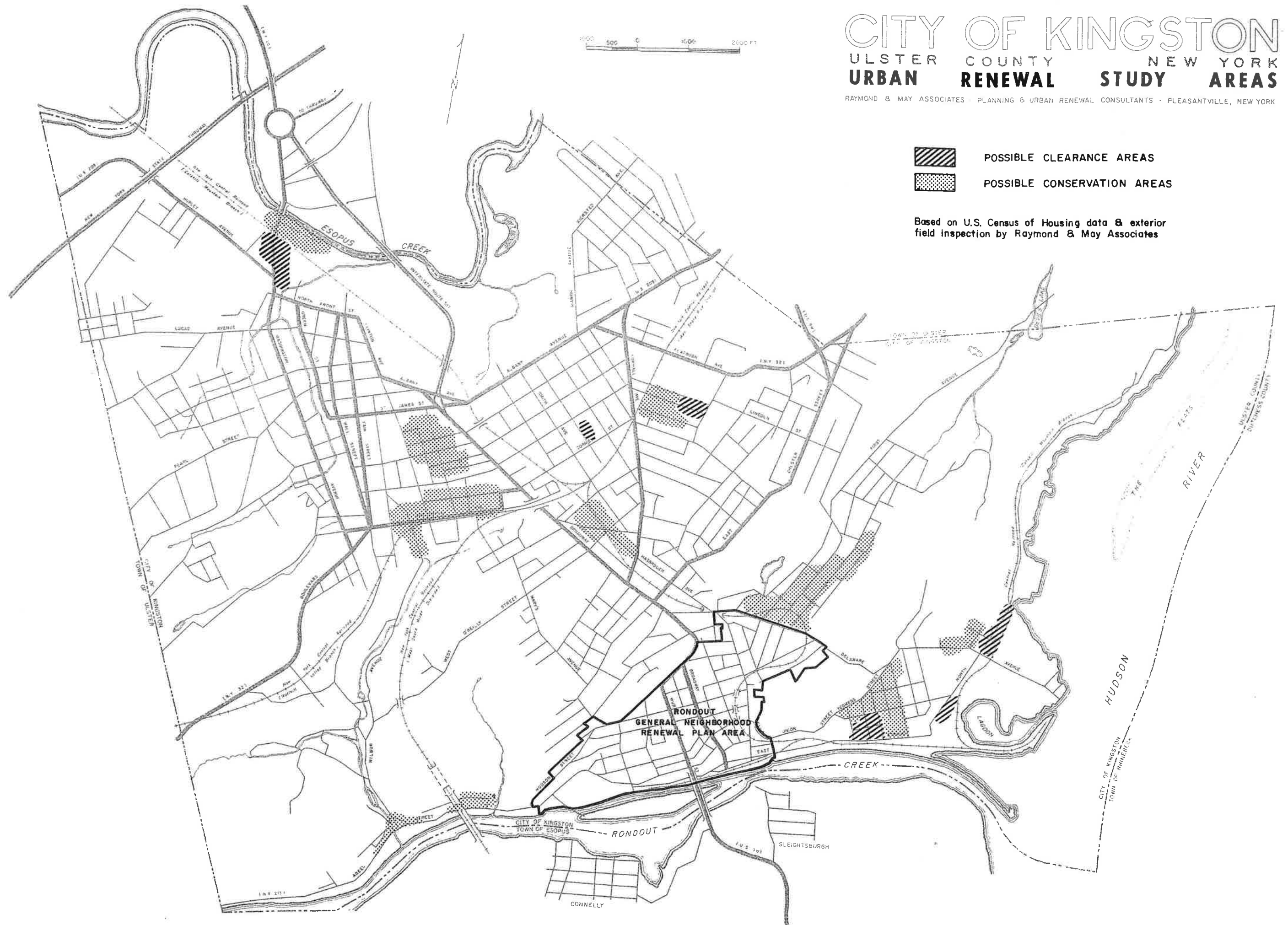
g. Proof that the City is financially able to carry out its share of a renewal program.

2. The first step must be undertaken at the City level. This involves adoption, by the Common Council, of a resolution authorizing the filing of an application, called a "Survey and Planning Application", for Federal funds with which to plan a designated project. (This has been done for the first project in the GNRP, "Broadway East".) To be eligible for this Federal assistance, a built-up area must contain deficiencies to a degree and extent that public action is necessary to eliminate and prevent the development or spread of deterioration and blight. Specifically, at least 20% of the buildings in the area must contain one or more building

*The City of Kingston has had a Program for Community Improvement approved by the Housing and Home Finance Agency.

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Based on U.S. Census of Housing data & exterior
field inspection by Raymond & May Associates



deficiencies, and the area itself must contain at least two environmental deficiencies, such as incompatible land uses, inadequate parking facilities, overcrowded structures, obsolete street pattern, etc.

3. Upon approval of the Survey and Planning Application, the Urban Renewal Administration makes planning advance funds available to the community to cover the entire cost of local administration, planning, real estate appraisals, etc. for the project. These advance funds are made in the form of a loan, repayable only if the actual execution of the renewal project is approved by the Common Council and by the Urban Renewal Administration. Upon such approval, this loan is included as part of the Gross Project Cost, as explained below. Should the project be rejected by the Common Council or by the Urban Renewal Administration, the planning advance is not repayable.

4. The plan for an Urban Renewal Area may propose the reuse of any land to be cleared for any purpose consonant with the best interests of the community; parking lots, parks or playgrounds, street widenings, residential, commercial, industrial or public use. The cleared land is sold by the municipality to private or public interests with the restriction that they develop it in accordance with the plan.

The plan must also show how all families to be displaced can be relocated in decent, safe and sanitary dwellings, within their financial means.

5. The costs of relocation of families and businesses is borne entirely by the Federal Government. Families may receive up to \$300 each for actual moving expenses. Under the Housing Act of 1961, businesses may now receive full reimbursement for actual moving expenses.

6. The net cost of the project (costs of administration, planning, land acquisition, demolition, utility and street improvements, etc., less the resale price of the cleared land) is shared in the following manner:

3/4 of the net cost is borne by the Federal Government

1/8 of the net cost is borne by the State of New York

1/8 of the net cost is borne by the municipality.

However, if in the execution of the project, the City has contributed any land or performed any service or constructed any improvements which are deemed to be related to the project, such expenditures qualify as part of the City's one-eighth share. The entire local share, either cash or public improvements, may be provided by long term financing.

Experience in most renewal projects has been that tax revenues from the redeveloped area have far exceeded those previously derived. Thus, municipalities have recovered their renewal investment in a relatively short time and have thereafter reaped the dividend of added tax revenues.

XVI. FISCAL ANALYSIS AND CAPITAL IMPROVEMENT PROGRAM

A. BRIEF FISCAL ANALYSIS

In order to establish Kingston's ability to undertake future capital expenditures, and to formulate the most economical method of financing large capital improvements, the City's financial structure must be analyzed in detail with the advice of financial experts. Anticipation of future changes in interest rates, for example, if used to the City's advantage, can save thousands of dollars in interest payments. The brief fiscal analysis presented here is indicative only of some of the areas which should be subjected to such detailed analysis. The tables and text contain some of the data relating to the financial structure of the City upon which any such analysis would be based.

Revenues

Total revenues for City purposes, which amounted to \$947,119 in 1950, increased by 168%, to \$2,533,496 in 1960. The tax on assessed valuations constitutes the most important segment of all revenues received by Kingston. As a proportion of total revenues, real estate taxes fluctuated from a low of 50.6% to a high of 71.6%* during the period of 1950-1960 (see Table XVI-1, "Trends In Revenues"). In 1960, the real estate tax levy was \$1,791,322 or 70.7% of total revenues. Receipts from the City Laboratory represented the second largest item of revenue, totaling \$275,555 in 1960. From 1950 until 1956, when it was surpassed by City Laboratory receipts, state per capita assistance was the second ranking revenue item. In 1960, state per capita assistance totaled \$205,504. The remainder of the City's revenue was derived from the Water Department, utility and mortgage taxes, parking meter receipts, and various fees and licenses. In any given year, additional funds may be secured from temporary loans or sale of bonds, but these are later repaid through income from the tax on real property.

Taxable assessed valuations rose from \$30,892,135 in 1950 to \$40,079,989 in 1960, representing a 30% increase. A large portion of this increase, however, was due to a reappraisal which took place in 1957. Except for the reappraisal, assessed valuations have risen at a relatively slow rate, due in part to an increasing number of tax exemptions, and a lag in new construction. Losses in valuations have occurred in the southern portion of the City, especially in the Sixth Ward, which is in the area designated for urban renewal treatment. Throughout the entire City, net valuations have increased by only \$160,150 between 1960-1961 (see Table XVI-2, "Assessed Valuations, Tax Rate and Debt Limit").

*The percentage would be slightly higher if revenues received from the Water Department for payment of debt service were excluded.

The City tax rate has fluctuated from a low of \$29.30 per \$1,000 of assessed valuation in 1950 to a high of \$45.55 in 1956. In 1961, the tax rate was \$43.62. During the 1950-1961 period, the City tax rate increased by approximately one-half. In contrast, the school tax rate has more than doubled for the same period, and in 1961 stood at \$37.99. The combined County and State tax rates, however, have been relatively stable, and in 1961 stood at \$16.48. The total tax rate applied against taxable real estate in 1961, is therefore \$98.09 per thousand.

Expenditures

Total City expenditures have consistently risen every year since 1950, when they were \$1,415,272, until 1960 when they reached \$2,599,999, (see Table XVI-3, "Trends In Expenditures"). For the purpose of analysis, total expenditures are broken down into the two broad categories of operating expenditures and debt service (see Table XVI-4, "Analysis of Operating Expenditures").

The largest proportion or, 31.5%, of total operating expenditures in 1960 were for the protection of persons and property. Protection of persons and property includes such items as the operating costs of the Police and Fire Departments, the Sealer of Weights and Measures, the Building Inspector, and the Dog Warden. The second largest expenditure, 14.4% of the total, was for highways and streets. The third largest item, 14.0%, was for the conservation of health which consists mainly of monies expended for the operation of the Kingston City Laboratory. Expenditures for this latter item have increased at a faster rate than that for any other category between the years 1950-1960, showing a 158.7% increase as contrasted with an average rise of 95.2% for all categories.

Debt service consists of payments on principal and interest on bonds and notes each year.* The bonds and notes that have been floated were for the purpose of capital improvements for the City and the Water Department. Debt service as a proportion of total expenditures has remained fairly constant during the past decade, varying only from a low of 16.4% to a high of 22.6%. In 1960, debt service amounted to \$425,452, or 16.4% of a total expenditure of \$2,599,999. Investment experts consider that debt service should not go higher than 25% of total expenditures. Kingston's debt service level was thus well within this limitation for the period covered.

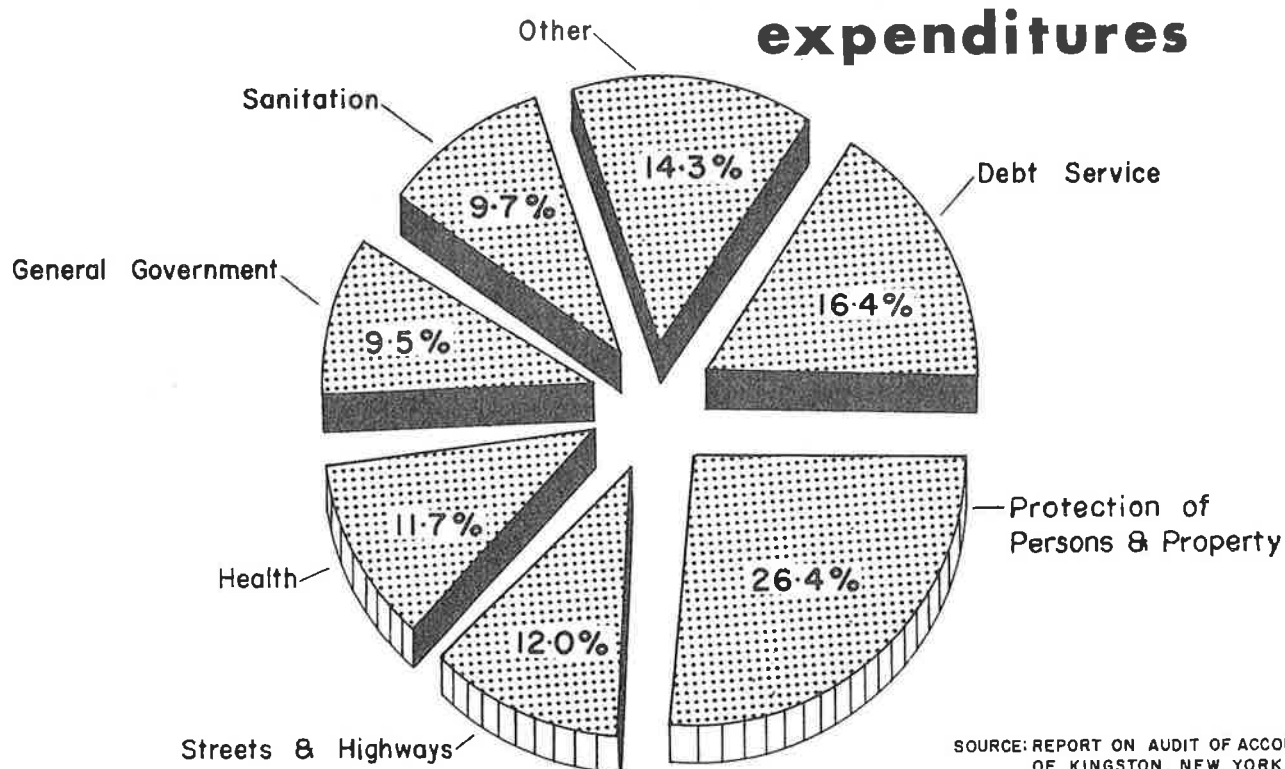
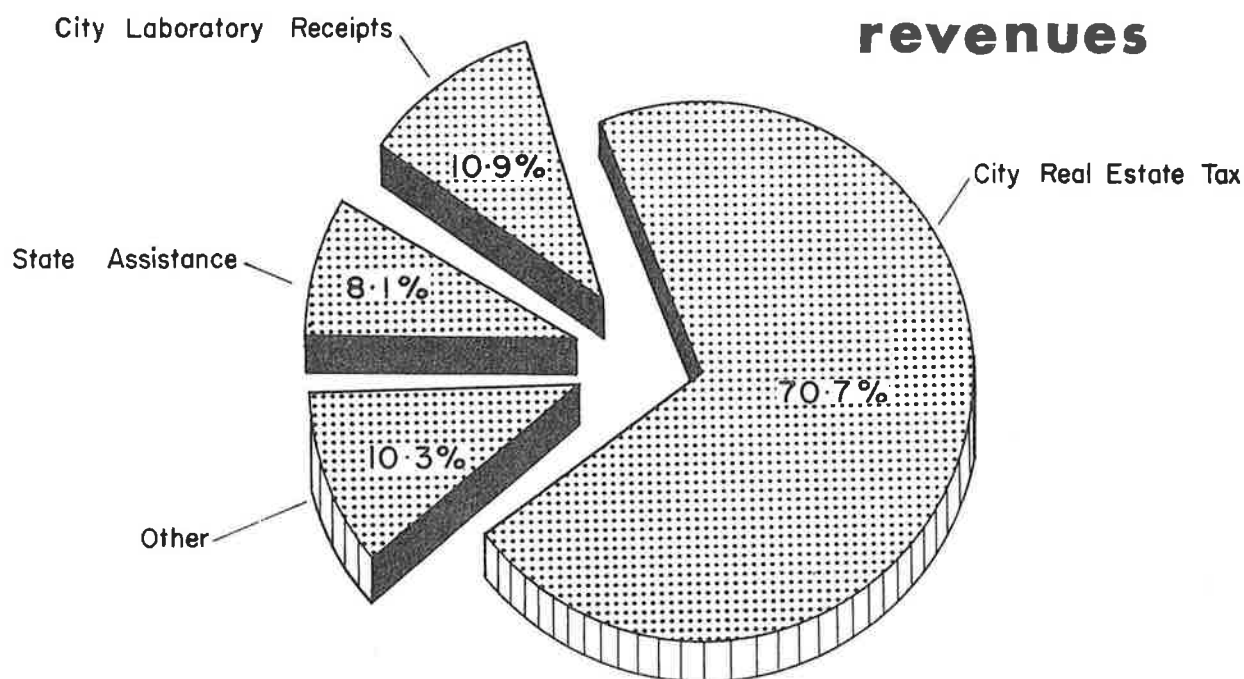
Bonded Indebtedness and Statutory Debt Limit

The bonded indebtedness, in contrast to debt service, is the total amount of principal due on bonds and notes outstanding.** The statutory debt

*It does not include debt service for School bonds which appeared in a separate budget. Effective July 1958, the Board of Education collected its own taxes and was responsible for its own debt.

**Bonded indebtedness does not include revenue bonds and notes for water purposes, nor does it include school bonds even though the City's faith and credit was pledged for their flotation prior to July 1958.

REVENUES & EXPENDITURES - 1960



SOURCE: REPORT ON AUDIT OF ACCOUNTS, CITY OF KINGSTON, NEW YORK

City of Kingston

Ulster County, New York

RAYMOND & MAY ASSOCIATES · PLANNING & URBAN RENEWAL CONSULTANTS · PLEASANTVILLE, N. Y.

limit represents the maximum amount of bonds and notes, which, under New York State law, the City is permitted to have outstanding in any given year.

The statutory debt limit for any given year is 7% of the average of the preceeding five years equalized taxable assessed valuations. It is therefore dependent on both the assessed valuations and the State equalization rates. The City's assessed valuations have been increasing slowly but steadily in spite of the rising number of exemptions. In 1955, the equalization rate for assessed valuation was changed from 60% to 36%. The effect of this change was to greatly increase the equalized taxable assessed valuation and subsequently the debt limit (see Table XVI-3, "Assessed Valuations, Tax Rates and Debt Limit"). Kingston's net indebtedness has generally increased every year, rising from \$1,374,264 in 1952 to \$1,960,200, in 1960, averaging about 33% of the debt limit. The debt limit in 1960 was \$7,236,356 compared to a net indebtedness of \$1,960,200, leaving an unused borrowing capacity of \$5,276,156.

It should be emphasized, however, that no fiscal analysis will reveal whether or not the City's taxpayers can afford or, even if they can, whether they desire to pay even an insignificant amount to increase the quantity or improve the quality of public facilities or services. It may well be that, even though an analysis may show a community to be approaching its debt limit and be subject to what may appear to be a high tax rate, its residents would demand improved facilities and services and would be willing to pay for them. Therefore, while useful to a degree, this discussion of the City's finances should be reviewed merely as a compilation of facts which may prove useful in the following discussion on capital improvement programming.

B. CAPITAL IMPROVEMENT PROGRAM

Introduction

A large part of Kingston's Comprehensive Development Plan can only be carried out following its adoption by the Planning Board and the action of the Common Council on budget appropriations and authorization of special projects. The City's overall planning program should, therefore, contain a long-range capital improvement program. This program would be aimed at a proper integration of needed capital improvement expenditures with the City's other annual expenses. Since not all the needed new facilities and improvements to existing facilities recommended in this Plan can be financed immediately, a program which would assure the distribution of the various projects in the most efficient manner and with a minimum financial burden on the City is essential.

A Capital Improvement Program is merely a common sense way of seeing that money for new improvements is spent wisely. It is an attempt to foresee requirements, and to set up a system of priorities for new capital outlays at least six years ahead of actual construction.

The principal objectives which the preparation of a Capital Improvement Program seeks to achieve are as follows:

1. The scheduling of necessary capital improvements in accordance with a carefully derived order of priority.
2. The balancing of future needs for capital expenditures against the City's ability to pay, and still meet operating expenses.
3. The stabilization of the tax rate over a period of years by means of a coordination of capital improvements with the operating budgets covering the same years.

The Capital Improvement Program should be used as a guide in the preparation of the annual City budget. Following the preparation of each annual budget, (including the capital improvement expenditures for the particular year, known collectively as the Capital Budget) the remainder of the entire long-range Capital Improvement Program should be reexamined for possible additions or revision of priorities necessitated by changing conditions.

Most people who pay property taxes have an almost instinctive reaction towards keeping them as low as possible, regardless of what does not get done as a result. However, it must be remembered that public services which are essential to residential, commercial and industrial areas must sooner or later be provided and paid for. The need for improvements cannot be eliminated merely by failing to appropriate funds therefor. The gradual accumulation of a number of needed improvements may result in serious financial difficulties for taxpayers at such time as the improvement projects can no longer be postponed. "Putting off" of essential improvements invariably results in considerably higher ultimate costs.

Capital Improvement Programming Procedure

1. Preparation and Composition of the Capital Improvement Program. It is recommended that the Common Council invest the Planning Board with the responsibility of annually preparing and submitting a six-year capital improvement program. It is common practice to have such capital improvement programs prepared by the City's planning agency.

All projects recommended should be arranged in the order of their preferred priority, as established by the Planning Board. In relation to an individual project, the Planning Board should also recommend:

- a. The year in which such project is recommended to be undertaken;
- b. The estimated cost; and
- c. The preferred method of financing.

In preparing the Capital Improvement Program the Planning Board should give due consideration to the financial resources of the City and its ability to pay for the projects recommended. For the purpose of preparing the program, the Planning Board should have available to it the resources of the entire City Administration.

The detailed analysis of capital programming procedure presented herein is only suggestive in nature. It is not within the scope of this report to follow each and every step as outlined. It is hoped, however, that the procedure outlined will be carefully studied (and modified if need be) and adopted as standard operating procedure in the preparation of the City's future capital improvements. The problems posed by this delegation of responsibility are discussed in the following paragraphs.

2. Analysis of the City's Financial Resources. This analysis should include the following:

- a. A projection of municipal revenues from all sources other than borrowing. This projection should assume the tax rate to remain stable, but should attempt to estimate the probable fluctuations in the total assessed valuation over the period of the study. The revenue increase or decrease due to each one cent variation in the tax rate should also be supplied.
- b. A projection of municipal operating costs, by department, specifying any increase or decrease in costs which can be foreseen, and the reasons therefor. Included should be all necessary items of equipment, other than those of long-lasting type, and replacement of outworn items. In the case of a foreseeable increase, the urgency of the circumstances which demand that the expenditures be incurred should be established, while in the case

of an expected decrease, the likelihood of its occurrence should be clearly explained.

Although School District costs are financed by separate taxes, its operating costs should be taken into account so as to prevent overburdening the taxpayer. The undertaking of major capital improvements by both bodies, simultaneously, might impose such a burden, therefore, there should also be included.

c. A projection of school operating costs by the School District (as in paragraph b above).

d. The proposed school capital improvement program, showing cost of proposed projects and year when it is proposed that they be undertaken.

e. The schedule of maturity of school bonds.

f. An analysis of present and anticipated special district needs, expenditures and taxes (Water Department etc.).

All of the above data should be prepared and made available to the Planning Board through the Mayor by the Treasurer, Assessor, and other proper City Officials, and the School Board.

3. Project List. To compile a list of desirable projects, it is recommended that the Planning Board:

a. Distribute project proposal and departmental summary forms to every City Department, Board and Commission;

b. Announce that, during a stated period, any and all suggestions from the public will be received for consideration;

c. Request suggestions for projects from the Mayor and members of the Common Council; and

d. Study the City's Comprehensive Development Plan with a view to selecting such of the projects recommended therein as it may deem desirable for inclusion in the Capital Improvement Program.

To better enable the City to assess the costs involved in the Capital Improvement Program, all items of long-lasting or permanent major equipment should be included alongside the usual complement of physical improvements which constitute actual capital improvements.

Following receipt and classification of all requests, the Planning Board should hold conferences with the heads of various agencies submitting such requests, and, possibly, with members of the public at large who have submitted suggestions, for the purpose of clearly establishing in their own mind the relative urgency of the various proposals.

4. Cost Estimates and Methods of Financing. All capital and future operating cost estimates in connection with each project should be prepared by the agency submitting same. In the case of projects originating with the Planning Board or from the outside, the Board should be able to refer same to the appropriate agency for such estimates to be prepared. Possible and preferred methods of financing each project should be developed by a Finance Committee of the Common Council in cooperation with such other City Officials as it may choose to consult.

5. Establishment of Priorities. In possession of the above data, the Planning Board should be in a position to develop a preliminary order of priority. This document should be circulated to the various City Departments and other agencies before being released to the public, to give them an opportunity to submit their comments. Following any revisions in the resulting preliminary document, the Capital Improvement Program should be submitted to a public hearing. Included should be a full explanation of the reasons for the projects included, the order or priority recommended, and the reason for the elimination or postponement beyond the six year period of any project suggested from whatever source. It might be desirable for each project proposed to be included in next year's budget to be presented briefly to the public by the head of the agency with which such proposal originated.

6. Presentation to Common Council. Further modified, if necessary, following such public hearing, the resulting document should be presented to the Common Council to allow the Council to make such changes as it may wish and to hold further public hearings, if and as required by law.

7. Fiscal Planning Committee. The Planning Board may find that it would be desirable to establish a Fiscal Planning Committee, composed of, preferably, not more than 5 citizen members and the following officials:

- a. The Mayor and one of the Councilmen;
- b. One member of the Planning Board;
- c. The City Engineer, Assessor, Treasurer; and a representative of the Board of Public Works.

Such a Committee should meet only after the analysis of financial resources, the list of proposed projects and all cost estimates are available for consideration. The primary role of such a Committee should be to assist in the establishment of priorities. It would be most desirable if a report (including any minority views) of such Committee were to accompany the Capital Improvement Program submitted to the public.

We strongly believe that the listing of all capital projects in one document, so as to enable their discussion by City Officials and the general public alike, will have a beneficial effect. If all the proposed projects were to be realized, the City of Kingston would be a vastly improved community.

However, the extent to which the City will procede with the realization of the Comprehensive Development Plan is, in the last analysis, up to its residents and their elected representatives.

TABLE XVI-1

TRENDS IN REVENUES

City of Kingston, New York

Year	Total* Revenues	City Real Estate		State Assistance	Mortgage Tax	Laboratory Receipts	Parking Meter	Utility Tax	Miscellaneous**
		Tax	% of Tot.						
1950	\$ 947,119	\$ 479,654	50.6	\$192,975	\$19,635	\$ 90,394	\$39,032	\$21,916	\$103,513
1951	1,453,887	968,366	66.6	192,975	16,370	110,610	37,500	23,064	105,002
1952	1,607,404	1,071,814	66.7	194,129	28,815	131,593	40,723	25,478	114,852
1953	1,656,986	1,084,445	65.5	194,298	18,787	160,588	42,800	26,881	127,187
1954	1,790,123	1,224,078	68.4	194,298	16,440	149,463	44,609	28,475	132,760
1955	1,843,474	1,248,326	67.6	194,467	30,958	164,052	46,301	30,523	128,847
1956	2,094,182	1,450,525	69.4	194,298	25,195	175,478	49,587	33,228	165,871
1957	2,205,125	1,579,232	71.6	145,724	24,108	220,478	51,077	34,541	149,965
1958	2,251,812	1,555,456	69.2	202,702	19,241	238,388	50,321	36,517	149,187
1959	2,397,929	1,702,696	71.0	205,504	19,663	229,904	49,592	39,509	151,061
1960	2,533,496	1,791,322	70.7	205,504	23,484	275,555	46,267	38,215	153,149

*Does not include state or county taxes.

**Miscellaneous includes various fees, licenses and Water Department receipts for debt service.

Source: Report on Audit of Accounts.

TABLE XVI-2

ASSESSED VALUATIONS, TAX RATE, AND DEBT LIMIT

City of Kingston, New York

Year	Taxable Assessed Valuation	Equali- zation Rate	Equalized Assessed Valuation	Tax Rate			
				City	County	State	School*
1950	\$ 30,892,135	60	\$ 51,148,689	29.30	13.61	.17	15.28
1951	30,834,940	60	51,391,566	31.42	16.86	.28	15.28
1952	31,397,590	60	52,329,317	34.14	17.27	.35	19.40
1953	31,489,445	60	52,482,408	34.44	15.15	.33	19.60
1954	31,774,350	60	52,957,250	38.53	15.01	.22	22.52
1955	31,673,896	36	87,983,044	39.41	14.99	.32	26.12
1956	31,847,805	36	88,466,125	45.55	16.83	.30	26.64
1957	38,544,421	42	91,772,431	40.97	13.91	.24	31.36
1958	39,238,618	42	93,425,281	39.64	14.52	.24	28.96
1959	39,994,793	42	95,225,698	42.57	14.54	.29	30.80
1960	40,079,989	42	95,428,545	44.70	13.12	.27	33.17
1961	40,240,139	35	114,971,826	43.62	16.19	.29	37.99

Year	Tax Levy			Debt Limit	Total Net Indebtedness	Borrowing Power	
	City	County	State			Unused	% Used
1950	\$ 479,654	\$ 420,327	\$ 5,261	**	**		
1951	968,366	519,861	8,637	**	**		
1952	1,071,814	542,362	10,962	\$ 3,506,935	\$ 1,374,264	\$ 2,132,671	39.2
1953	1,084,445	477,197	10,310	3,649,064	1,391,302	2,257,762	38.1
1954	1,224,078	477,108	7,002	4,160,007	1,366,649	2,793,358	32.8
1955	1,248,326	474,785	9,983	4,679,050	1,485,074	3,193,976	31.7
1956	1,450,525	535,994	9,701	5,445,360	1,960,571	3,484,789	36.0
1957	1,579,232	536,026	9,309	5,804,429	1,831,325	3,973,104	31.5
1958	1,555,456	569,663	9,461	6,396,188	1,946,538	4,449,650	30.4
1959	1,702,696	590,992	11,474	6,767,624	2,048,467	4,719,158	30.3
1960	1,791,322	525,971	10,953	7,236,356	1,960,200	5,276,156	27.1
1961	--	651,583	11,594	--	--	--	--

*Fiscal year July 1 to June 30.

**The school system was part of the City's debt structure for these years.

Source: Report on Audit of Accounts and City Treasurer.

TABLE XVI-3

TRENDS IN EXPENDITURES

City of Kingston, New York

Year	Total Expenditures for City Purposes	Debt Service	
		Amount	% of Total
1950	\$1,415,272	\$301,068	21.2
1951	1,518,378	289,081	19.1
1952	1,621,441	336,913	20.8
1953	1,721,837	314,573	18.3
1954	1,843,353	336,480	18.3
1955	1,967,357	387,770	19.7
1956	2,211,398	467,468	21.1
1957	2,286,337	516,128	22.6
1958	2,312,417	403,339	17.4
1959	2,439,483	439,587	18.0
1960	2,599,999	425,452	16.4

Source: Report on Audit of Accounts.

TABLE XVI-4

ANALYSIS OF OPERATING EXPENDITURES

City of Kingston, New York

	1950		1960		1950-1960
	Amount	%	Amount	%	% Change
General Government	\$ 131,272*	11.8	\$ 246,547	11.3	87.8
Protection of Persons and Property	311,360	27.9	685,168	31.5	120.0
Conservation of Health Sanitation and Cleanliness	117,473	10.5	303,893	14.0	158.7
Highways and Streets	152,962	13.8	252,569	11.6	65.1
Library	226,873	20.4	312,285	14.4	37.6
Recreation	11,000	1.0	22,000	1.0	100.0
Miscellaneous**	54,920	4.9	101,297	4.7	84.4
Total Operating Expenditures	108,340	9.7	250,786	11.5	131.5
Debt Service	\$1,114,204	100.0	\$2,174,547	100.0	95.2
Grand Total	301,068		425,452		41.3
	\$1,415,272		\$2,599,999		83.7

*Individual items do not add up exactly to total because of elimination of dollar fractions.

**Includes retirement fund, social security tax.

Source: Report on Audit of Accounts.

